DOCUMENT RESUME

ED 315 522 CE 053 761

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TITLE	Case Studies of Vocational Education Services and Policies for Limited English Proficient Adults.
INSTITUTION	Development Associates, Inc., Arlington, Va.
SPONS AGENCY	National Assessment of Vocational Education (ED), Washington, DC.
PUB DATE	Nov 88
CONTRACT	300-87-0123
NOTE	241p.; For related documents, see ED 283 020, ED 290 881, ED 299 412, ED 297 150, CE 053 752-774, and CE 053 783-797.
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC10 Plus Postage.
DESCRIPTORS	*Access to Education; Adult Basic Education; *Adult Vocational Education; *Bilingual Education Programs; Case Studies; Disadvantaged; English (Second Language); *Labor Force Development; Language Proficiency; *Limited English Speaking; Social Services
IDENTIFIERS	Arizona; California; Florida; Illinois; New York; Texas

ABSTRACT

This document contains the results of case studies of programs and policies relative to vocational training and other employment-related services for adults with limited English proficiency (LEP). Data were collected from officials and staff at state agencies that administer vocational educational programs in Arizona, California, Florida, Illinois, New York, and Texas. Among the findings reported are that state agencies have not selected the LEP programs (or any other program) as a statewide priority; local program administrators have no incentive to identify the number of adults with LEP served nor to identify the number in need of services in the future; less than half of funding from the Carl D. Perkins Vocational Education Act is targeted at programs for adults, with the majority of funding going to secondary-level programs as decided at the state level. Although vocational training services are readily available in most jurisdictions, their requirements for oral English, reading, writing, and math skills result in the exclusion of adults with LEP. English as a second language (ESL) programs are the most frequent service offered to and used by these adults. LEP programs were seldom funded by the Job Training Partnership Act, nor were they the focus of community colleges. The LEP adults were found to need training in occupational skills, basic skills, employability skills, and, while in training, they needed support services such as child care and transportation. Among the barriers to extending training are the lack of precise numbers of adults with LEP, the lack of coordinated planning among state agencies, the difficulty of finding bilingual teachers, and the lack of strong advocacy leadership groups lobbying for increased services. (CML)

ED315522

CASE STUDIES OF VOCATIONAL EDUCATION SERVICES AND POLICIES FOR LIMITED ENGLISH PROFICIENT ADULTS

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Submitted to:

National Assessment of Vocational Education
U.S. Department of Education
Washington, D.C.

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

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INTRODUCTION

The purpose of this document is to present the results of case studies which were conducted in six states to explore the nature of programs and policies relative to vocational training and other employment related services for limited English proficient (LEP) adults. This effort was part of the National Assessment of Vocational Education being conducted by the U.S. Department of Education.

The specific objectives of the cases studies were:

- to determine state and local policies and practices for providing and/or funding vocational training and other employment-related services for LEP adults, including
  - state and local climate,
  - Perkins Act funding, and
  - planning, cooperation, and coordination among agencies;
- to determine what vocational training and other employment-related services are being provided to LEP adults, including
  - mix and coordination of services,
  - agencies providing services,
  - appropriateness of using a single training model across a state, and
  - additional needs/gaps in services;
- to collect information concerning policy incentives for encouraging states and localities to devote additional resources for providing vocational training and other employment-related services to LEP adults, including
  - most effective federal and state roles, and
  - barriers to policy and program development.

The case studies were conducted in six states:

- Arizona
- California
- Florida
- Illinois
- New York
- Texas

These states were selected because they represent:

- large populations of LEP persons;
- a geographic diversity;
- a variety of language minority groups; and
- a variety of economic bases and conditions.

After being contacted, education agency officials and staff in all six states expressed interest in the study and willingness to cooperate with data collection efforts.

Data were collected from officials and staff at state agencies which administer vocational training programs. In addition, data were collected in a metropolitan area and smaller local jurisdiction in each state in order to extend the examination of programming and policy to the local level.

The states selected are among the highest in the percentage of individuals who speak a language other than English at home within each state, and rank 1-5 and 11th in the country in terms of total numbers of these individuals. Table 1 shows the number and percentages of persons, ages 16-64, in the U.S. and in the six states who speak a language other than English at home.

The predominant language, other than English, that is spoken in the six states is Spanish. The states vary in the percentages of Spanish speakers and in the percentages of other language groups, as shown in Table 2. Texas has the highest percentage of Spanish speakers and very low percentages of persons who speak other languages. In addition to persons who speak Spanish, California has a high percentage of Asians. Illinois and New York have higher percentages of Europeans who speak a language other than English at home than the other states.

There has been a relatively large influx of refugees into the country since the 1980 Census was taken. Additionally, other legal and illegal immigration has continued. Table 3 shows the number of refugee arrivals by country of citizenship for FY83 though FY87 for the United States and for the six case study states. Those states accounted for over half of the refugees in the country during this time.

TABLE 1

PERSONS AGES 16-64 WHO SPEAK A LANGUAGE OTHER THAN ENGLISH AT HOME
IN THE UNITED STATES AND SELECTED STATES: 1980 CENSUS*

	Total population ages 16-64	Persons ages 16-64 who speak a language other than English at home		
		Number	Percent in state	Percent in U.S.
United States	145,726,900	15,998,200	11.0	100.0
Arizona/New Mexico	2,502,200	667,300	26.7	4.2
California	15,738,800	3,607,500	22.9	22.5
Florida	6,057,800	807,600	13.3	5.0
Illinois	7,371,000	851,100	11.5	5.3
New York	11,403,500	2,211,800	19.4	13.8
Texas	9,091,300	1,947,900	21.4	12.2

*These data were derived from the 1980 Census Public Use Microdata "C" Sample.

The "C" sample presents data for 28 states separately. The remaining data are presented for groups of contiguous states. Thus, data for Arizona and New Mexico are grouped.

TABLE 2

LANGUAGE SPOKEN AT HOME FOR PERSONS 18 YEARS AND OVER IN THE UNITED STATES AND SELECTED STATES: 1980 CENSUS

	United States	Arizona	California	Florida	Illinois	New York	Texas
Persons 18 years and over	162,753,480	1,926,705	17,284,322	7,385,363	8,179,101	12,869,227	9,921,522
Percentage:							
English only	88.6	80.6	77.5	86.4	87.9	79.1	79.4
Chinese	0.3	0.2	1.2	0.1	0.2	0.8	0.2
French	0.8	0.4	0.6	0.9	0.3	1.1	0.4
German	0.9	0.7	0.9	0.8	1.1	1.2	0.8
Greek	0.2	0.1	0.2	0.2	0.4	0.6	0.1
Italian	0.9	0.4	0.7	0.8	0.9	3.7	0.1
Philippine languages	0.3	0.1	1.1	0.1	0.3	0.1	0.1
Polish	0.5	0.2	0.1	0.3	1.6	1.1	0.1
Spanish	5.0	12.6	13.5	8.4	4.4	7.9	17.5
Other specified language	2.4	4.6	4.1	1.9	2.6	4.1	1.2
Unspecified language	0.1	0.1	0.1	0.2	0.2	0.2	0.1

Source: 1980 Census of the Population: General Social and Economic Characteristics, U.S. Summary and State reports.

Note: Percentages may not total to 100 due to rounding.

TABLE 3

REFUGEE ARRIVALS BY COUNTRY OF CITIZENSHIP AND STATE OF INITIAL RESETTLEMENT FY 83 THROUGH FY 87*

	Cambodia	Laos	Vietnam	Czecho-slovakia	Hungary	Poland	Romania	USSR	Ethiopia	Afghan-istan	Iran	Iraq	Total
United States	64,279	43,901	118,376	5,486	3,024	19,377	18,123	7,006	9,886	12,644	17,053	2,509	321,704
Arizona	614	260	2,714	30	10	201	450	12	357	117	105	1	4,871
California	16,113	14,642	44,787	1,297	501	2,612	5,076	2,593	2,192	4,589	9,571	571	104,544
Florida	1,025	494	2,792	129	150	505	421	87	233	145	283	3	6,267
Illinois	2,790	1,594	3,072	241	104	1,983	2,233	291	462	240	361	666	14,037
New York	3,001	858	5,664	551	431	3,807	3,569	2,395	638	2,310	1,939	26	25,189
Texas	5,110	2,749	11,121	212	81	1,013	723	56	1,127	541	891	61	23,685

*Derived from pp.12-13, Refugee Reports, December 18, 1987. Office of Refugee Resettlement, U.S. Department of Health and Human Services.

The six states are not only geographically diverse, but they also have different employment characteristics and economic conditions. Table 4 shows that Texas and Illinois had relatively high unemployment rates in 1986. Furthermore, the unemployment rate in Texas has increased more since the previous year than any of the other five states. This is most likely a result of the recession Texas is experiencing due to the reduction in oil prices. The decline in heavy manufacturing has undoubtedly been a factor in the unemployment rates for Illinois. By contrast, Florida and New York have much lower unemployment rates.

The six states also differ in types of industries that are prevalent in the states. Table 5 shows the percentages of employees in the major industries for each state. As might be expected, the largest employers in all six states are in wholesale and retail trades and in services. These are generally considered labor intensive, low wage industries. Arizona has the highest percentage of persons employed in construction, and New York has the highest percentages of persons employed in finance, insurance, and real estate, and in government. These latter employment areas are generally more lucrative than retail trades and services. However, there is great variation within industries that is not captured in the grossly aggregated national data.

The metropolitan areas and small cities included in the case studies were nominated by state vocational education officials in each state because they have sizeable limited English proficient populations and employment training programs for adults. Table 6 shows the diversity of these metropolitan areas and small cities with regard to population size, percentage foreign born, and percentage of various racial/ethnic groups. The localities within each state were also selected to obtain geographic diversity.

Highlights of the findings from the case studies are presented in next chapter. This is followed by the individual case studies. Information provided in each case study includes a description of socioeconomic conditions in the state, state policies regarding LEP adults, and the role of state agencies in serving LEP adults. Similar information on local agencies is provided for the selected metropolitan area and smaller city within each state.

TABLE 4

ANNUAL AVERAGE LABOR FORCE DATA FOR SELECTED STATES
(Rank Ordered by 1986 unemployment rates - lowest to highest)

State	Unemployment rate		Number in 1986 civilian labor force (numbers in thousands)
	1986 rate	Difference from 1985	
Florida	5.7	-0.3	5,588.0
New York	6.3	-0.2	8,408.0
California	6.7	-0.5	13,365.0
Arizona	6.9	+0.4	1,586.0
Illinois	8.1	-0.9	5,686.0
Texas	8.9	+1.9	8,159.0

Source: Derived from Table 3, pp. 143-147, Employment and Earnings, May 1987. Bureau of Labor Statistics, U.S. Department of Labor.

TABLE 5

PERCENTAGES OF EMPLOYEES ON NONAGRICULTURAL PAYROLLS IN SELECTED STATES BY MAJOR INDUSTRY: 1986

	Arizona	California	Florida	Illinois	New York	Texas
Total number of employees (in thousands)	1,341.4	11,271.6	4,589.6	4,776.9	7,905.6	6,580.5
Percentages in:						
Mining	0.8	0.4	0.2	0.5	0.1	3.2
Construction	8.5	4.6	7.4	3.7	3.9	6.3
Manufacturing	13.7	18.3	11.3	19.4	15.8	14.6
Transportation and public utilities	5.0	5.1	5.3	5.8	5.1	5.7
Wholesale and retail trade	24.2	24.1	27.0	24.8	21.2	25.6
Finance, insurance, and real estate	6.6	6.8	7.4	7.3	9.5	6.8
Services	24.3	24.5	26.2	23.6	26.9	20.8
Government	16.8	16.3	15.2	14.9	17.5	17.0

Source: Derived from Table 1, pp. 120-136, Employment and Earnings, May 1987. Bureau of Labor Statistics, U.S. Department of Labor.

Note: Percentages may not total to 100 due to rounding.

TABLE 6

PERSONS BY SPANISH ORIGIN AND RACE FOR SIX SELECTED STATES AND SELECTED METROPOLITAN AND RURAL AREAS WITHIN THE STATES

States, Metropolitan, and Rural Areas		Foreign born	Total Population	Spanish Origin	White	Black	American Indian Eskimo Aleut	Asian & Pacific Islander	Other
Arizona	Number	163,093	2,718,215	444,102	2,028,725	72,140	146,461	22,888	3,629
	Percent	6.0	100.0	16.3	74.6	2.7	5.4	0.8	0.1
Phoenix City	Number	45,013	789,704	116,875	616,649	36,912	10,183	7,815	1,270
	Percent	5.7	100.0	14.8	78.1	4.7	1.3	1.0	0.1
Yuma City (Yuma Co.)	Number	13,221	90,554	29,530	54,926	2,310	2,774	826	188
	Percent	14.6	100.0	32.6	60.7	2.5	3.1	0.9	0.2
California	Number	3,397,521	23,667,902	4,541,300	15,850,775	1,784,086	189,700	1,242,157	59,884
	Percent	15.2	100.0	19.2	67.0	7.5	0.8	5.2	0.2
Anaheim, Santa Ana-Garden Grove (Orange Co.)	Number	257,050	1,932,709	285,722	1,515,887	23,671	13,122	90,517	3,800
	Percent	13.3	100.0	14.8	78.4	1.2	0.7	4.7	0.2
Merced City (Merced Co.)	Number	NA	36,499	10,289	22,613	2,647	324	570	56
	Percent		100.0	28.2	61.9	7.2	0.9	1.6	0.2
Florida	Number	1,062,240	9,746,324	858,105	7,476,610	1,318,630	23,193	57,660	12,126
	Percent	10.9	100.0	8.8	76.7	13.5	0.2	0.6	0.1
Dade County	Number	578,778	1,625,781	580,025	755,974	271,184	1,348	13,077	4,173
	Percent	35.6	100.0	35.6	46.5	16.7	0.1	0.8	0.3
Bay Co.	Number	3,128	97,740	1,611	82,728	11,523	679	1,050	149
	Percent	3.2	100.0	1.7	84.6	1.8	0.7	1.1	0.1
Illinois	Number	822,709	11,426,518	634,617	8,936,472	1,660,074	17,329	166,401	11,625
	Percent	7.2	100.0	5.5	78.2	14.5	0.2	1.5	0.1
Chicago	Number	435,736	3,005,078	423,357	1,311,808	1,187,168	5,545	70,970	6,230
	Percent	14.5	100.0	14.1	43.6	39.5	0.2	2.4	0.2
Elgin	Number	4,338	63,798	6,511	51,784	4,193	86	1,176	48
	Percent	6.8	100.0	10.2	81.2	6.6	0.1	1.8	0.1
New York	Number	2,387,898	17,558,072	1,660,901	13,211,516	2,298,672	39,434	322,751	24,798
	Percent	13.6	100.0	9.5	75.2	13.1	0.2	1.8	0.1
New York City	Number	1,668,907	7,071,639	1,406,389	3,703,203	1,694,505	9,907	239,338	18,297
	Percent	23.6	100.0	19.9	52.4	24.0	0.1	3.4	0.2
Amsterdam	Number	1,728	21,872	1,366	20,229	166	27	84	-
	Percent	7.9	100.0	6.2	92.5	0.8	0.1	0.4	-
Texas	Number	853,751	14,229,191	2,982,583	9,370,023	1,688,947	43,632	128,109	15,897
	Percent	6.0	100.0	21.0	65.8	11.9	0.3	0.9	0.1
Houston	Number	156,326	1,595,167	280,691	838,102	436,307	3,229	34,151	2,687
	Percent	9.8	100.0	17.6	52.5	27.3	0.2	2.1	0.2
Lubbock	Number	5,926	211,651	41,341	152,436	15,169	570	1,822	313
	Percent	2.8	100.0	19.5	72.0	7.2	0.3	0.9	0.1

Source: 1980 Census of the Population: General Social and Economic Characteristics, State reports.

Note: Percentages may not total to 100 due to rounding.

HIGHLIGHTS OF FINDINGS

Highlights of the findings from the case studies are presented in this chapter under the following topic areas:

- State Policy;
- Vocational Training Services;
- Additional Needs/Gaps in Services; and
- Barriers to Extending Training.

A. State Policy

1. State agencies responsible for education and job-related training have not singled out the LEP adult population as a statewide priority over other disadvantaged groups for the provision of vocational services. On the other hand, no other group has been identified as a particular priority either. For the most part, state agencies have left the identification of priorities to local jurisdictions to meet locally determined needs. Further, the provision of special vocational services to the LEP adult population does not appear to be a state level concern. Rather, it is thought of as a local issue to be addressed by local jurisdictions which have significant numbers of this population.

2. Federal Perkins money is available to serve a variety of disadvantaged groups, and local jurisdictions are encouraged by state education agencies to target these funds as they see fit to meet local needs. Within local jurisdictions, federal funds under the Perkins disadvantaged set-aside are distributed to programs for each disadvantaged group based on the number of disadvantaged students of each type served during the previous year. Local jurisdictions can adjust how the funds are distributed by how they identify program participants. For example, an individual may be identified as a LEP adult, or alternatively, combined with other individuals, as academically disadvantaged. The latter category allows for more flexibility in funding. Thus, local jurisdictions have no incentive to identify the number of LEP adults served, nor to identify the number in need of services in the future.

3. The percentage of Perkins funds targeted at post-secondary level programs (for adults), as opposed to secondary-level programs, is decided at the state level. Generally, less than half of Perkins funding is targeted at programs for adults, with the majority of the funding going to secondary level programs.

B. Vocational Training Services

1. Vocational training services for adults and out-of-school youth are readily available in most jurisdictions. However, proficiency in oral English is usually required along with basic reading, writing, and math skills. These entry criteria essentially exclude LEP adults from programs. Those LEP adults who do apply are usually referred to ESL programs and are asked to re-apply when they can meet the vocational program's entry criteria.

2. Vocational training specifically directed at LEP adults, which combine training in occupational and language skills, are less frequently available. Generally, they are administered by an agency or organization which has special interests in serving that population, such as a refugee program or community-based organization with ties to a specific ethnic group. Agencies or organizations which serve the general population, such as community colleges and JTPA-funded agencies, are less likely to offer vocational services specifically targeted at the LEP population, and generally require applicants to demonstrate English language proficiency before they can enter a vocational program.

3. The most frequent service offered and utilized by LEP adults is ESL. This is generally provided by adult education programs sponsored by a local school district. Community colleges and community-based organizations also provide significant amounts of ESL instruction.

4. Respondents indicated that the use of a single model of vocational training for LEP adults across an entire state is inappropriate. Training services must be designed to meet local needs in terms of the specific LEP group, the mix of LEP groups, and the job market of the area. For example, an instructional approach for a class of Spanish-speaking adults would not

necessarily be appropriate for a class containing individuals with different native languages. Training must be designed to meet a specific situation and target group.

5. JTPA programs are directed at the general population and were hardly ever found to target the LEP adult population. Most programs refer LEP adults to ESL programs at the local school district and suggest people re-apply after they learn English. Some JTPA programs in large cities with a large LEP population place LEP individuals for on-the-job training with employers who do not require English proficiency.

6. Community colleges are mainly interested in serving individuals who enroll in degree and certificate programs. Programs for special population groups (such as LEP adults) which do not fall into these areas are not a focus of community colleges.

C. Additional Needs/Gaps in Service

1. LEP adults have multiple barriers to employment and, therefore, multiple needs.

2. LEP adults frequently lack basic reading, writing and math skills. Agencies and programs need to ensure that individuals acquire these skills prior to or concurrent with vocational training. Basic skills can be taught by the vocational program, or referrals can be made to other agencies or programs.

3. Other skills which are needed by LEP adults are job search skills, orientation towards the workplace, and work-related behavior expected in our society. In addition to occupational skills, LEP adults need to be made aware of what is expected of them on the job (attendance, punctuality, etc.). An orientation to these behaviors needs to be part of the vocational curriculum for LEP adults.

4. Child care and transportation services are two support services needed by LEP adults in order to permit them to enroll and stay enrolled in vocational training.

D. Barriers to Extending Training

1. A major problem concerning the provision of services is that precise information on the size of the LEP adult population in a state or local jurisdiction is rarely known. There are no standardized methods or procedures in place for identifying and counting these individuals. Therefore, decision-makers do not have accurate information concerning the extent of the need which may exist in their state or community.

2. Finding bilingual instructors for a wide range of language groups who are qualified to provide vocational training in specific occupational areas is difficult. Such people are highly desired by industry, and therefore are difficult to recruit for relatively low-paying instructional positions at community colleges and other training organizations.

3. There do not appear to be strong advocacy and leadership groups lobbying for increased and improved vocational training services for LEP adults. Leaders from different ethnic groups rarely work together to push for services. The result is that these groups constitute competing forces rather than a unified one calling for increased services.

4. There appears to be very little coordination and joint planning among state agencies concerning vocational training for LEP adults. An effort to develop state working teams to focus on planning and delivery of these services was generally unsuccessful since agencies were relunctant to provide monetary support to the endeavor in order to continue the effort past its initial year.

5. Federal funding requiring a state or local match is often a problem for states or local jurisdictions. It was reported that agencies frequently cannot afford to match federal funds, preventing them from applying for funding.

VOCATIONAL TRAINING FOR LEP ADULTS IN ARIZONA

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VOCATIONAL TRAINING FOR LEP ADULTS IN ARIZONA

I. INTRODUCTION

A. The LEP Population

Arizona is one of the most sparsely populated states in the country. Over two-thirds of the state's population reside in the Phoenix and Tucson metropolitan areas. Arizona has only 2.2% of the persons who speak a language other than English at home in the nation. Within the state, however, 20.1% speak a language other than English at home (see Table 1). The major ethnic minority in Arizona is of Mexican origin (14.6%). Thirteen percent of the state population speaks Spanish at home.

TABLE 1

SELECTED POPULATION DATA FOR THE STATE OF ARIZONA: 1980 CENSUS

Total population	2,718,215
Percentage who speak a language other than English at home	20.1
Percentage foreign born	6.0
Percentage naturalized citizens	3.0
Percentage not citizens	3.0
Percentage Spanish origin	16.3
Percentage Mexican origin	14.6
Percentage American Indian	5.7
Percentage who speak Spanish at home	13.2

American Indians comprise another significant ethnic minority in the state, 5.7% according to the 1980 Census. Many live on the reservations which cover large areas of the state. The most predominant language group is Navajo.

Others are Apache, Papago, or Hopi. Large numbers of the American Indians speak a kind of English-Indian language. They are difficult to identify in surveys as LEP because, when asked, they say they speak English. Their limited English proficiency is seen by some educators as a critical factor in their significant school drop-out rate.

By the end of 1986, over 6,000 Southeast Asian refugees had settled in Arizona. This was a 20% increase from the previous year. About 1.6% (969) of all refugees coming to the U.S. in 1986 settled in Arizona. Of that number, 657 or 68% were Southeast Asian, 15% or 150 were from Eastern Europe, and the remainder (17%) from Ethiopia and near Eastern nations. The estimated "36-month refugee population" at the end of the 1986 reporting period was 2,298, which was essentially the same as the previous year (2,303 in 1985).

Arizona has the lowest welfare utility rate in the country, 4.1%. For the 343 new refugees receiving cash assistance in 1986, for instance, 53% were from Vietnam, 20% from Ethiopia, 9% from other Southeast Asian countries, and almost 5% from a variety of East European countries. Compared to other small states in the U.S., a significant number of Ethiopian refugees have settled in Arizona. The Refugee program estimates 400 such refugees in the Phoenix area alone. National ORR reports indicate that due to secondary migration, the state appears to be slowly losing immigrants. No state-level data were available to support this assertion, however.

The Spanish origin (mostly Mexican origin) and American Indian populations have the largest percentages of limited English proficient persons in Arizona. Hispanics do less well than the population as a whole, and American Indians do less well economically than Hispanics. The employment data for 1987 presented in Table 2 show that Hispanics have somewhat higher labor force participation rates than the non-Hispanic White population, but Hispanics have almost twice the unemployment rates of Whites. Equivalent 1987 data are not available for American Indians in Arizona, but the 1980 Census data show a 48.5% labor force participation rate and an unemployment rate of 14.4%. The White population had

a labor force participation rate almost 12% higher and an unemployment rate nearly 9% lower than the American Indians in the state, according to the 1980 Census.

TABLE 2

SELECTED EMPLOYMENT DATA FOR THE STATE OF ARIZONA BY RACE AND SPANISH ORIGIN: 1987 ANNUAL AVERAGES (in thousands)

Population Group	Noninstitutional Population	Civilian Labor Force		Employment		Unemployment	
		Number	Percent of Population	Number	Percent of Population	Number	Rate
Total	2,514	1,614	64.2	1,513	60.2	101	6.2
White	2,389	1,533	64.1	1,442	60.4	91	5.9
Hispanic	420	278	66.1	248	59.1	30	10.6

Source: BLS unpublished data.

Some comparative data on American Indians, persons of Spanish origin, and the total population in Arizona are presented in Table 3 on the next page. The data show that Hispanics have lower incomes and higher poverty rates than the total population, whereas American Indians have lower incomes than the Hispanics and about twice the percentage of people in poverty.

The data also show that the median age of the total population is higher than the median age for the Hispanic population, and the median age of the American Indian population is somewhat lower than the median age of the Hispanic population. But the differences in median age do not totally account for the vast differences in income and poverty status. The most significant difference among these groups is in education. The percentage of high school graduates is over 1.5 times higher for the total population compared to the American Indian and Hispanic populations in the state.

The other of data presented in Table 3 show smaller differences among ethnic minorities in Arizona than in other states. For example, the percentage of persons under 18 living with both parents is about the same for all groups. The percentage of work disabilities is lower for American Indians and Hispanics than for the total population in Arizona. This may be due to differences in median age among these groups in the state. Birth rates and the percentage of female headed households with children under 18 are somewhat higher for American Indians and Hispanics than for the total population.

TABLE 3

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE AMERICAN INDIAN, SPANISH ORIGIN, AND TOTAL POPULATIONS OF THE STATE OF ARIZONA: 1980 CENSUS

	American Indian Population	Spanish Origin Population	Total Population
Number	154,390	444,102	2,718,215
Percentage of total population	5.7	16.3	100.0
Median age	19.9	21.7	29.2
Median household income in 1979	$ 9,583	$14,266	$16,448
Median family income in 1979	$10,371	$15,468	$19,017
Percentage families below poverty	40.1	18.2	9.5
Percentage persons below poverty	44.0	21.0	13.2
Percentage 25 and over who are high school graduates	42.4	44.0	72.4
Percentage 16-64 with a work disability	3.3	6.9	9.1
Percentage persons under 18 living with both parents	75.2	75.2	77.6
Mean number of children ever born	1.8	1.7	1.4
Percentage female householder, no husband present, with children under 18 years	10.6	10.6	7.4

Some other states show much higher percentages of work disabilities and female headed households and much lower percentages of persons under 18 living with both parents among these ethnic groups than is evident in Arizona. These data demonstrate that there are some across states differences within ethnic groups.

B. The Economy

The State of Arizona experienced strong economic growth from 1984 to 1986, adding 263,600 new jobs. However, job growth decreased considerably in 1987. The slowdown in the construction and manufacturing industries had the biggest impact on the economy. Manufacturing added only 1,200 jobs, and construction lost 10,000 jobs.

Moderate job growth is expected in 1988 and 1989. Most of the new jobs are expected to be in the trade and service sectors. There may be some growth in electronics manufacturing, if the U.S. becomes more competitive in this area. Defense-related manufacturing is expected to increase somewhat in the next two years.

The construction industry has been hit hardest because of previous excessive building and the increase in interest rates. There should be a turnaround in this sector in the next year or two as demand catches up with current supply. A decrease in interest rates would give a boost to the construction industry in the state.[1/]

The LEP population is expected to continue to do less well than the rest of the population, particularly in the current economy. Respondents agreed that there is a need for basic skills and employment training for this population to improve economically.

1/"Governor's Coordination Special Services Plan, PYs 1988-1990," State Job Training Coordinating Council, 1988.

II. STATE POLICY REGARDING LEP ADULTS

There is no official state policy that supports the funding or the delivery of vocational training or employment related services for LEP adults in Arizona. Moreover, there is no on-going state agency mechanism to address the needs of LEP adults. Each state agency serves this population to the extent it can and in ways governed by its unique funding provisions. If any policy exists at all, it is that each local agency decides whether and how to serve LEP adults in its own jurisdiction. There is a state law that requires the State Department of Education (SDE) to allocate 15% of Carl Perkins Act funds to the Arizona Community College Board. These funds are allocated to local community colleges for a variety of vocational training services, some of which are used to serve LEP adults in selected institutions. The state Implementing Interagency Coordinating Committee supports the development of training by occupational shortage areas. According to a key respondent who coordinates this committee, LEP adults do not receive any special treatment. LEP adults are viewed as just one segment of a variety of special needs groups in the state, which include single parents and the handicapped, none of which has priority.

Although the Arizona Vocational Education Council has not directly addressed any issues, policies, or services for LEP adults, various state agencies indicate that it is their goal to serve the needs of this population. For instance, the Governor's Coordination and Special Services Plan states that local service delivery areas (SDAs) will "respond to the disproportionately high training and employment need of Hispanics by providing ESL training, bilingual GED/basic education and vocational skills training" to LEP adults. A respondent from the State Board of Education indicated that while the state has an inordinate number of LEP adults, "there is no commitment at the state-level to address their needs in any way that begins to meet their needs."

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. State Agencies

The community colleges and the refugee and JTPA programs are the primary systems in Arizona for the delivery of vocational services for adults. The services provided by these and other state agencies are described below.

1. State Department of Education

a. Vocational Education

Arizona receives a total of about $11,000,000 in Perkins Act funds, most of which are used for secondary education. About $2 million of this amount is allocated to the 22% disadvantaged set-aside category. Since the total amount is very small, some districts receive very limited amounts.

Other than the adult education ESL program, the State Department of Education does not provide vocational education services for LEP adults. The responsibility for serving LEP adults and out-of-school youth goes to the Board of Community Colleges. In accordance with Arizona Education Code 15-784 (Part E), the SDE distributes about 15% ($1,683,795 in FY 87) of its total Perkins funds to the community college system. These funds are distributed across seven post-secondary related Perkins categories. About 45% of the total Perkins set-aside for disadvantaged are included in the allocation to the community colleges.

b. Adult Education

Most adult education is ESL, citizenship training, GED, pre-vocational learning, and basic skills. Adult Learning Centers and satellites are scattered throughout the state to provide these services. In addition, some local adult education programs provide tutoring or classes at the workplace. There is currently a strong push for literacy.

Arizona has a large number of undereducated adults from diverse ethnic backgrounds. They are scattered around the state, some in areas that cannot be reached by conventional transportation. Of the 25,169 adults enrolled in adult education in October 1987, 56.2% were Hispanic, 3.4% were American Indian, and 8.3% were Asian. The ESL enrollment was 78.0% Hispanic and 15.0% Asian. No American Indians were enrolled in ESL.[2/]

c. Indian Adult Education

The Administration for Native Americans (U.S. Department of Health and Human Services) and the Bureau of Indian Affairs (U.S. Department of Interior) fund education and training programs on the reservations, but there is virtually no coordination between these programs and state adult education and training services.

d. JTPA 8% Program

The JTPA 8% State Department of Education (SDE) grant program reports that 71 or 2.8% of its 1,321 participants in 1987 were considered LEP. The SDE receives $1.9 million annually from the JTPA 8% program. Much of these funds are awarded on a competitive basis to local programs that are interested in developing model educational and training projects that address the barriers to employment. Eligible target groups include LEP persons, displaced homemakers, handicapped individuals, teenage parents, and homeless youth in correctional institutions. Although eligible because of the language in the legislation, LEP adults are not a particular priority group for this program. About 80% of these funds are allocated to in-school projects. Only a small portion of these funds appear to be directed toward

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[2/] Adult Education: Learning Unlimited. Pheonix, AZ: Arizona Department of Education, October 1987.

services for LEP individuals. According to the fourth quarter report for FY 87, only 2.8% or 71 of the 1,321 persons enrolled in this program were identified as LEP. However, a respondent at the SDE indicated that since 44% of these participants were either Hispanic, American Indian/Alaskan Native or Asian/Pacific Islander, it is very likely that more than 71 were actually LEP.

2. State Community Colleges

The Community College Board reports that 1,350 LEP adults received services in the 1987 program year. As in most states, one of the major sources of funding for the state community college system is the state education budget. Arizona uses federal Perkins Act funds to supplement its state-level funding for community colleges. Table 4 gives the FY 87 Perkins funds for the community colleges. It can be seen from the table that 12.2% of the funds allocated for the community colleges were turned back to the state department of education because they were not used. Almost 21% of the LEP funds were returned. The reason given for the return of the LEP funds was that the State Department of Education has an interpretation of eligibility for LEP funds which limits the use of these funds. This requires a person to be enrolled in a training program before he/she can be assessed and defined as LEP. Steps are being taken to change this.

Most of the LEP funds were used for ESL in pre-employment, pre-vocational training, or basic skills programs. Services were also available to LEP persons under the other Perkins funds categories.

3. State Department of Economic Security

The State Department of Economic Security administers the two major programs that serve LEP adults in the state: the JTPA program and the Refugee Services program.

TABLE 4

EXPENDITURE REPORT
FEDERAL VOCATIONAL EDUCATION FUNDING
STATE BOARD OF COMMUNITY COLLEGES: 1987

Category	Allocation to Community Colleges	Expenditure	Unused* Balance	% of Allocation
Adult Discretionary	$ 269,138	$ 248,497	$ 20,641	7.7
Adult Formula	520,000	499,289	20,711	4.0
Disadvantaged	403,100	313,048	90,052	22.3
Handicapped	232,745	181,929	50,816	21.8
Limited English Proficient	62,623	49,650	12,973	20.7
Single Parents/Homemakers	96,517	93,748	2,769	2.9
Corrections	99,672	92,793	6,879	6.9
TOTALS	$1,683,795	$1,478,954	$204,841	12.2

*Returned to Arizona Department of Education.

a. JTPA Program

There are 16 local service delivery areas (SDAs) in the state, which include 11 county SDAs, the City of Phoenix, the Navajo Nation, an all-tribal consortium, and two regional SDAs. The state receives nearly $38 million in total funding from the federal JTPA program for all its titles and set-asides. For the 1988 program year those funds are distributed as follows:

• Title II-A	$19,461,125
• Title II-B	9,853,195
• Title III Formula	2,832,879
• Title II-A 22%	
- 3% Older Workers	748,505
- 5% Administration	1,247,508
- 6% Incentive and Technical Assistance	1,497,010
• 8% Education Coordination	1,996,013

The amount of funds distributed to each SDA varies greatly. One county SDA receives less than $100,000 in Title II A and B funds. The City of Phoenix receives almost $7 million. If that amount were added to the JTPA budget for Maricopa County, in which Phoenix is located, this area would receive nearly $12 million or about 40% of all the JTPA Title II A and B funds in the state. Additional funds distributed directly by the federal program to the Tribal Councils are not shown here.

Through its Title II-A program, JTPA serves over 10,000 economically disadvantaged adults and youth each year. The program attempts to target "hard to serve" persons such as school dropouts, displaced homemakers, substance dependent individuals, handicapped, offenders, welfare recipients, migrant and seasonal farmworkers and limited English proficient adults. Several respondents stated that they think LEP adults in need of services are not served nearly to the extent they are present in these various provider areas. Two reasons given were that there are limited funds and JTPA requires individuals to have a certain level of English proficiency before they are accepted into the program. Many LEP adults are referred to the ESL programs operated by local schools, community colleges, and community based organizations. According to the most recent report of the State Job Training Coordinating Council, 83% of the participants leaving the program either enter jobs or go into additional training. The state office estimates a unit cost for job placements at $2,545 per adult.

b. State Refugee Services Program

The State Refugee Services Program is also administered by the Department of Economic Security (DES). Instead of the usual social services department, Arizona operates its human and social services programs in

the Community Services Administration in the DES. The refugee program is located in the Division of Family Services in order that refugees receive more comprehensive support from the five program areas in that division including job service, welfare support, children services, vocational rehabilitation, and family support. Most refugees have settled in the Phoenix and Tucson areas; therefore, the DES operates regional offices in those areas.

The refugee offices in Phoenix and Tucson work closely with local ESL providers and refer many of their refugee clients to public school ESL and ABE programs. The state office encourages and supports linkage of ESL, pre-vocational training, and occupational training. The state office also works very closely with major employers in these two metropolitan areas to develop jobs for their clients. The job service office in the DES provides five job developers to support this effort for refugees.

B. Planning and Coordination of Services

No evidence was found to indicate whether or how state agencies collect or use data for planning purposes. One respondent who serves in the Arizona State Senate indicated concern for how the programs are structured and about the number of agencies through which vocational funds are routed at the state level prior to arrival at the local community. This respondent also suggested that until the state links its plans and processes for economic development with its educational program goals and strategies, vocational training programs will not be focused on appropriate targets.

There are two mechanisms in the state for planning and coordinating programs for LEP adults. The Board of Community Colleges has an Implementing Interagency Coordination Committee which focuses on planning strategies for meeting occupational needs of the state. This group meets bi-monthly and consists of members from the State Department of Education, State Occupational Information Coordinating Committee, Department of Economic Security and the Board of Community Colleges. The second mechanism, required by the federal

JTPA program, is the State Job Training Coordinating Council. The state administers this council in accordance with the guidelines prescribed by JTPA. Almost all respondents indicated the need for mechanisms for developing program models, sharing these models with each other, and for disseminating them across the state. Moreover, respondents stated that greater attention needs to be given by the federal and state vocational education programs to program development, technical assistance, and planning employment training policies and services if LEP adults are to be served adequately. They say "the need is great, the potential for these models exist at the local level, and we have the competence to do a better job if we had the funds."

Polices and services in local jurisdictions, the major metropolitan area of Phoenix and the rural area of Yuma City, are described in the remainder of this case study.

IV. PHOENIX, ARIZONA

More than half of the residents of Arizona live in the Phoenix metropolitan area, which includes the community of Scottsdale, the university area around Tempe, and smaller outlying communities such as Buckeye, Carefree and Gila Bend. For the purpose of this case study, the population data presented below are based on statistics for Maricopa County. Population estimates from the county for 1987 reveal an increase of almost a half million persons since the 1980 Census, a 31% increase. Some areas, especially those attracting retirees, have more than doubled in size in this decade.

A. The LEP Population

The total population of the Phoenix area is growing, but local officials do not have reliable data on the changes in the LEP population. According to the 1980 Census, as shown in Table 5, 13% or almost 200,000 persons speak a language other than English at home. This percentage is somewhat lower than the total for the state (20%), which suggests that a larger proportion of LEP adults live in Tucson and the rural areas of the state, rather than in Phoenix.

Also shown in Table 5, percentages of foreign born, naturalized citizens, and persons not citizens are lower for this area than for the whole state. Hispanics comprise 13.2% of the population of Phoenix, with 11.8% of Mexican origin. In a state with a fairly large American Indian population, this group only represents about 1.4% of the residents of Maricopa county.

The educational levels of the Hispanic residents vary significantly from the rest of the population (see Table 6). Whereas 75% of the total population in the area are high school graduates, only 42.9% of Hispanics have completed high school. The median number of school years completed by Hispanics is 9.4. As is true for other parts of the country, there is a gap of $3,000 or more in the median household and family incomes between Hispanics and the total population. More Hispanics work in manufacturing jobs than in professional and related services positions, which is just the opposite for the overall population of the area.

TABLE 5

SELECTED POPULATION DATA FOR PHOENIX, ARIZONA
METROPOLITAN AREA (MARICOPA COUNTY)

Total population	1,509,052
Percentage who speak a language other than English at home (5 years and over)	13.0
Percentage foreign born	5.5
Percentage naturalized citizens	2.9
Percentage not citizens	2.5
Percentage Spanish origin	13.2
Percentage Mexican Origin	11.8
Percentage Asian/Pacific Islander Origin	1.0
Percentage who speak Spanish at home	10.2

B. The Economy

Some moderate growth in jobs is projected for 1988 and 1989 for Phoenix; however, it is not expected that manufacturing jobs will keep pace even with this limited growth. This does not bode well for Hispanics and other LEP adults since manufacturing is a major supplier of jobs for this population. Some increases in construction jobs are anticipated for the area in the latter part of 1988 and in 1989. Also, retail and tourism-related jobs will most likely increase in the future. This is one of the strongest areas of the local economy. Local officials indicate, however, that these jobs provide low real income and the poorest opportunity for LEP adults to achieve self-sufficiency.

C. Organizations Providing Services

The Phoenix area has four major sponsors of educational programs, vocational training, and other employment-related services for LEP adults. These are:

- Phoenix Union High School District;

TABLE 6

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF PHOENIX, ARIZONA: 1980 CENSUS

Characteristics	Spanish Origin Population	Total Population
Number	199,517	1,509,052
Median household income in 1979	$14,666	$17,728
Median family income in 1979	$15,638	$20,478
Percentage families below poverty	19.0	7.5
Percentage high school graduates	42.9	75.0
Percentage unemployed	8.4	5.4
Percentage in manufacturing	21.8	6.2
Percentage in retail	14.5	8.6
Percentage in professional and related services	13.7	11.7
Percentage ages 16-19 not enrolled in school, not H.S. graduate	N/A	18.6
Percentage persons under 18 living with both parents	73.3	77.9
Female head of household with no husband present	16.6	11.9

- Maricopa Community College District;
- Project Link (refugee program); and
- City of Phoenix and Maricopa County JTPA programs.

1. The Phoenix Union High School District

The high school district in Phoenix provides ESL, ABE and GED services for LEP adults. No vocational training for LEP adults is offered at any of its 15 sites. A total of 435,000 adults are enrolled in ABE programs each year, while ESL instruction is provided for about 3,100 LEP adults. The district spends about $85 per participant for these services.

The LEP adults served are about 75% Hispanic, 18% Asian, 5% East European and 2% African. About 10% to 15% are refugees who have been in the area for several years. The ages of the participants range from 16 to 60, with the majority 20 to 25 years old. A little more than half are male; 2% or 3% are receiving welfare payments; and over 80% are unemployed.

These programs operate on an open enrollment-open exit basis. Instruction is provided in small groups. Careful attention is given to intake and assessment at registration. An ESL oral inventory is given to all ESL students by their potential teacher. All registration materials are printed in English and in Spanish.

2. Maricopa Community College District

The Maricopa Community College District operates seven community colleges, two college centers (planned for full college campuses in the future) and one occupational skills center in the Phoenix area. About 74,000 persons enroll each semester in these colleges for one or more credit courses. Approximately 40% of high school graduates in Maricopa County go directly to one of these colleges. The present student population closely reflects the ethnic makeup of the county. In 1987, graduates were awarded 3,000 associate degrees, and 1,400 certificates were awarded in occupational programs.

In terms of programs for the LEP population, Gateway Community College opened a new VESL Center in the 1987-88 school year. This center provides assessment, multi-media instruction, VESL materials, and four special courses including: VESL, pronunciation improvement for ESL speakers, work orientation, and career exploration. The regular ESL program at the community college does not allow open entry/open exit, thus limiting access to LEP adults. Alternatives to this program are available, but are very limited. The new VESL Center is such an alternative.

The predecessor to this center was a special bilingual vocational training grant project funded by the National BVE Office in the U.S. Department of Education. The project was funded for three years but ended in the Summer of 1987 due to reduction in funding and the competitive proposal review process. The BVT project had a total of 207 participants in its three years of operation. The final evaluation report states that 182 participants, or 88%, completed the program. The demographic characteristics of these participants are presented in Table 7. The distribution of enrolled

language groups represented in this program is very similar to those in the Phoenix high school ESL program, and to the total LEP population in the area.

Training was provided in welding, quick service auto mechanics, home health care, and in clerical/data entry. Seven special features characterize this program model for providing vocational training for LEP adults: (1) free tuition and materials; (2) access to Gateway Community College support services (approved child care at modest rates, tutoring, career guidance, placement and financial aid); (3) bilingual Spanish-English staff; (4) support materials in native language; (5) job development/work orientation assistance provided by the State Department of Economic Security job service; (6) access to community-based network for job referrals; and (7) an employer advisory committee made up of personnel analysts.

According to respondents, the community colleges are fairly supportive of services for LEP adults; however, LEP students must meet all other normal academic requirements.

TABLE 7

CHARACTERISTICS OF PARTICIPANTS IN THE GATEWAY COMMUNITY COLLEGE BVT PROJECT (1984-87)

Characteristic	84-85	85-86	86-87	Total
Participants	42	86	79	207
Completers	34	78	70	182
Employed in training area	18	31	33	82
Employed in non-training area	7	27	11	45
Continued training	2	12	22	36
Dropped out	8	8	6	22
Ended for medical reasons	7	8	5	20
Males	26	46	30	102
Females	16	40	49	105
Completed HS or GED	11	46	62	119
Hispanic	42	69	43	155
American Indian	0	2	3	5
Asian	0	10	27	37

Those who do not meet the colleges' academic requirements are served by the Maricopa Skills Center. Its mission is to "provide occupational training programs and support services to assist individuals to enter and be productive members of the work force, to achieve skills and knowledge for career advancement or change, and to function independently in society". Training is available in auto body, building trades, food preparation, health occupations, hotel/motel operations, machine trades, meat cutting, mechanical maintenance, office occupations, printing, retail/banking and welding. All these programs are provided in a single center in the southern part of the city.

The Maricopa Skills Center has a $2.9 million budget, with students paying about $1.4 million of that amount in tuition and fees. About 80% take advantage of Pell Grants, GSL, SEOG, SSIG, and SLSS loans. The remaining 20% are fully supported by the JTPA program. Nearly 22% of the center's budget comes from the two JTPA programs in the area. The center's budget also generates state support at a rate of $829 per FTE. In 1987-88, the center earned $570,352 from the state. No Perkins funds are used by the center.

Over 1,200 students enrolled in the center in the 1986-87 year. About 19% of the students were Hispanic, 3.2% Asian, and almost 10% American Indian. The Navajo Nation JTPA contracts with the center to provide training for its participants.

Although no formal ESL classes are provided, students with very little English are enrolled, according to the director of the center. Most vocational training is in English but some is done in Spanish when necessary. Peer interpreters (students) are used, and some materials are made available in native languages. Language problems in some occupational areas are overcome by the high emphasis on a "hands-on" training approach, with the training environment duplicating the work situation. A variety of support services are provided on site. Included are health care, day care, full food service with meals prepared by the trainees, counseling, and transportation.

Through an active recruitment and outreach component, the center often reaches LEP adults who have no English language skills at all, and whose native language is weak. These individuals are referred to the various ESL and refugee programs in the city.

3. Refugee Program - Project LINK

The primary refugee program, Project LINK, is funded by the State Refugee Program operated by the Department of Economic Security. Project LINK provides services to legal refugees only. These services include pre-vocational sessions, ESL, literacy training for those with little to no literacy skills in their own native language, work orientation, and job placement. Some of these training activities are provided at the Phoenix Union High School and others by voluntary organizations in the area. The Tolstoy Foundation assists Ethiopians, Iranians and Afghans. Other agencies such as Catholic Charities, Lutheran World Mission and the Church World Service provide classes in survival skills and very basic English instruction. These voluntary agencies provide instruction in survival and practical English skills during the first 30 days of residency in the area. Following that initial phase, refugees are referred to one of the ESL programs in the high school or to Project LINK's VESL or skill training component.

LINK uses the MELT* curriculum as a general guide for its instructional component. Instruction is competency-based and provided in small groups of five to 20 persons. The lack of transportation and adequate child care are major barriers for refugees, especially for women with families; therefore, training sites are placed in the refugee neighborhoods to make the programs more accessible. The state refugee program recently funded a $79,000 demonstration ESL project designed to serve refugees who are unemployed,

*Mainstream English Language Training, a competency-based initiative developed by the Office of Refugee Resettlement in the U.S. Department of Health and Human Services.

limited by very little English, illiterate in their own native language, and fairly new to the U.S. Initially, this project has enrolled refugees from Iran, Ethiopia and other middle Eastern countries. Instructional groups are organized by language background and are led by bilingual teachers and aides. Teachers provide 224 hours of instruction in classes held during mornings, five days per week. An oral English assessment is given at registration and a student agreement, setting individual goals, is prepared in the native language.

Following completion of this training in either LINK or the ESL program at Phoenix Union High School, the job referral and placement process is started. Eventually, the refugee might be referred to one of the occupational or skill training centers operated by the community colleges or the local JTPA training facilities in Phoenix.

4. JTPA Program in the County and City

The primary respondent from the Maricopa County JTPA Program said that a person can get a job if they really want one in the area. This claim is based on the assumption that there are adequate training services in the city and surrounding area. The county JTPA program is administered by the County Human Resources Department, which also operates 13 community action agencies/social service centers and 12 head start programs in the county. The County JTPA program operates three training centers. One is conducted under contract by SER - Jobs for Progress, a second in Tempe, and the third one in the Durango area of the city. These last two are operated directly by the county JTPA office. The program does not receive Perkins funds. It does receive $3.3 million in JTPA funds as well as funds from the State Department of Education 8% set-aside.

The city JTPA program is operated by the Phoenix Employment and Training Office. This program received $4.6 million in JTPA Title II-A funds. The program receives its "fair share" of the 6% incentive funds as well as $280,000 for a special project funded by the State Department of Education 8% program. This latter project is not targeted to LEP adults, but is designed to serve economically disadvantaged youth. According to the

respondents from the city program, JTPA does not have any incentive to serve LEP adults. LEP adults require long-term training and more support services and financial assistance than JTPA can provide.

The respondent from the county JTPA office indicated that their overall mission is to serve the disdvantaged and poverty population of the county; therefore, his program places a high priority on vocational services for LEP adults. Every possible strategy is used to reach this population. LEP adults are allowed to enter the program with a minimum of a 5th grade reading and writing level. Most JTPA programs require an 8th grade reading level.

LEP adults need financial assistance to attend vocational training. Some private agencies and proprietary schools encourage students to get Pell grants and loans. However, these students have high drop-out and loan default rates. The JTPA program encourages the use of Pell grants and works with students to pay the difference between the amount of the grant and the cost of training. It normally costs $5,000 to $6,000 for training as an electrician. Pell will pay $2800; JTPA pays the rest. The acquisition of other types of loans to finance training is discouraged.

Since the county JTPA program operates CAP agencies and Head Start programs and has a close working relationship with the local office of the State Department of Employment Security, more support services can be made available to their participants. Two DES job service workers are assigned to the JTPA centers to work directly with AFDC and other welfare clients. Other examples of coordination are presented below.

D. Planning and Coordination

The Refugee Program established the Valley Interagency Refugee Council to enhance strong linkages and networks between all agencies serving refugees. The membership includes the Girl Scouts, Lutheran World Mission, Catholic Charities, community colleges (especially the VESL program at Gateway), and the

Phoenix Union High School ESL program. In addition, staff from Project LINK work with the local Literacy Volunteers of America organization and regularly attend the various ABE/ESL conferences in the area.

To better serve welfare clients who participate in vocational training — some of these are LEP adults — the DES assigns job service staff to work in the JTPA centers around the county. This effort facilitates more efficient delivery of support services, especially food stamps, counseling, and job placement.

Other than these mechanisms, no other efforts to coordinate vocational services were found. Most respondents indicated they make referrals to a variety of other programs in the area as the need arises. There was no indication of how these agencies maintain contact and referrals lists. Since Phoenix is also the state capital, some linkages exist between the state department of education and the local JTPA programs and their service delivery areas. The State Department of Education funds local JTPA programs under the 8% education grant part of JTPA. Moreover, the local JTPA program in the city contracts with the State Department of Education to provide some special assessment services for its program. It was unclear whether or how LEP adults benefit from either of these efforts.

E. Additional Service Needs

One of the greatest needs identified by most respondents involves a variety of support services, especially transportation and child care. Any LEP parent, especially a female head of household, must have adequate child care to participate in training. Vocational training is only meaningful, said one respondent, when it is linked concurrently with ESL and is intensive enough to yield consistent progress. Periodic ESL sessions at night with no skill training takes so long to achieve results that the LEP adult in Phoenix area will leave the program, said another respondent. Most often respondents indicated the need for programs which are accessible, and link English language and occupational training.

V. YUMA, ARIZONA

The City of Yuma, in Yuma County, is located in the extreme southwestern corner of the state, bordering California and Mexico. In fact, a small portion of the city extends into California. Two smaller towns, San Luis and Somerton, are nearby. The major center of San Luis is in Mexico, while Somerton is located between the City of Yuma and San Luis.

A. The LEP Population

As shown in Table 8, almost one-third of the residents of Yuma speak a language other than English at home. The largest non-English language spoken is Spanish, and most of the Spanish speaking residents are of Mexican descent. These data, however, do not take into account the large number of migrant farmworkers from Mexico, the influx of people from Central America since the 1980 Census was taken, and the number of illegal aliens in the area. Another 3.5% of the population are American Indian, some of whom are limited English proficient.

TABLE 8

SELECTED POPULATION DATA FOR YUMA COUNTY: 1980 CENSUS

Total population	90,554
Percentage who speak a language other than English at home	31.7
Percentage foreign born	14.6
Percentage naturalized citizens	3.5
Percentage not citizens	11.1
Percentage born in Mexico	13.3
Percentage who speak Spanish at home	28.6

Tables 9 and 10 show that the American Indians and the Hispanics are doing poorer economically compared to the total population in Yuma County. American Indians had somewhat lower and Hispanics had somewhat higher labor force participation rates compared to the White population in 1980, but American Indians and Hispanics had almost twice the unemployment rates as the White population.

Compared to the total population in Yuma County, the American Indian and Hispanic populations tend to be younger and have lower incomes, higher percentages living in poverty, much lower percentages who graduated from high school, and higher percentages of female headed households. Even though age and income are related, age alone does not account for the disparity of Hispanic income and American Indian income compared to the total population income. American Indians also have a much lower percentage of persons under the age of 18 living with both parents and a much higher percentage of persons 16-64 with work disabilities.

TABLE 9

SELECTED EMPLOYMENT DATA OF THE AMERICAN INDIAN, SPANISH ORIGIN, AND TOTAL POPULATIONS OF YUMA COUNTY: 1980 CENSUS

Race/ Ethnicity	16 Years and Over	Labor Force		Employment		Unemployment	
		Number	Percent of Population	Number	Percent of Civilian Labor Force	Number	Percent of Civilian Labor Force
Total	65,134	37,678	57.8	31,076	92.0	2,707	8.0
White	50,871	28,987	57.0	24,134	93.5	1,673	6.5
Amer. Ind.	2,063	1,107	53.7	938	87.7	132	12.3
Spanish Org.	17,601	11,138	63.3	9,420	87.3	1,370	12.7

TABLE 10

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE AMERICAN INDIAN, SPANISH ORIGIN, AND TOTAL POPULATIONS OF YUMA COUNTY: 1980 CENSUS

	American Indian Population	Spanish Origin Population	Total Population
Number	3,209	29,530	90,554
Percentage of total population	3.5	32.6	100.0
Median age	23.0	20.1	27.8
Median household income in 1979	$9,753	$12,259	$13,589
Median family income in 1979	$9,964	$12,700	$15,022
Percentage families below poverty	30.2	21.9	12.3
Percentage persons below poverty	39.1	24.0	16.0
Percentage ages 25 and over who are high school graduates	49.6	31.6	61.6
Percentage ages 16-64 with a work disability	16.4	5.2	1.8
Percentage persons under 18 living with both parents	57.4	79.6	79.7
Mean number of children ever born	1.8	2.0	1.7
Percentage female householder, no husband present, with children under 18 years	11.9	10.3	6.4

B. The Economy

The county has a large agricultural industry which utilizes a number of migrant and seasonal farmworkers. Other major employers are the Marine Corps air base, tourism, light industry, and services industries. An estimated 5,000 retirees move to the area in the winter. They live primarily in trailers and RVs. They usually arrive in September and October and leave to go north by the end of April. During their stay, they put a lot of money into the economy, mostly in restaurants, grocery stores, and services.

Yuma County is not quite as prosperous as the state as a whole, according to 1980 Census data, which are the most recent data available for Yuma County. The labor force participation rate for the state was somewhat higher (59.9%) than it was for Yuma County (57.8%), and the unemployment rate was higher in Yuma County (8.0%) compared to the state as a whole (6.2%). Median household and family income for the state ($16,448 and $19,017, respectively) was considerably higher than for Yuma County ($13,589 and $15,022, respectively). The difference is offset somewhat by the lower cost of living in Yuma County. The number of families and persons below poverty, however, is almost three percentage points higher for Yuma County (12.3 and 16.0, respectively) than for the state (9.5 and 13.2, respectively).

There is some slowing of the job market in Yuma County. Some rural farmworkers are being displaced as farming enterprises continue to modernize and mechanize. Also, some entire communities have fallen into a depression as mines close in outlying areas.

C. Organizations Providing Services

Services provided for LEP adults in Yuma County are discussed below.

1. Adult Education, Yuma Public Schools

The adult education program offers ESL instruction and basic skills education. ESL is the largest program. The program has grown due to requirements in the anmesty law and the section of the new immigration law that provide services to agricultural workers. Most of the students are permanent residents rather than migrants. Some informal referral is made for employment training to the community college and other agencies. For example, some students go to the community college for training as teachers' aides or practical nurses.

2. Arizona Western College, San Luis

Arizona Western College, a small extension of the state community college system, provides ESL classes. Students either pay for classes themselves or

obtain Pell grants. The college has recently been flooded with applicants who have sought citizenship under the amnesty law, and those persons who are applying for permanent status under provisions for agricultural workers. Teachers, lawyers, and other professionals from Mexico, who have been working in the fields until they learn English, enroll in these ESL classes, also.

3. Arizona Western College, Yuma

The college provides job training based on opportunities in the job market. The average time to complete training is 12 weeks. Recruitment is done in English and Spanish, but most applicants are English proficient. A green card is required for non-citizens. If ESL or basic skills education are needed, they are provided prior to entering the job training program. About 60% of those served are high school drop-outs and have low incomes. Prior to introducing training programs for carpenters and security guards, students were mostly women. About 35-40% of the students are Hispanic.

4. Chicanos Por La Causa, Somerton

This organization provides very comprehensive referral services for the Chicano population in Somerton, and is heavily utilized by the community. Services are coordinated at the case management level. This includes referrals for citizenship classes and counseling for marital problems, drug abuse, and teen pregnancy. The organization also assists in filling out forms, for example, for the IRS, employment, or food stamps. This community-based organization has several funding sources, including Perkins single parent/homemaker and sex equity funds.

5. Portable Practical Educational Preparation (PPEP), Inc., San Luis

PPEP, Inc. is a vocational training center with headquarters in Tucson. The facilities in San Luis are primarily to provide on-the-job and classroom training for the farmworker population. Two certificates are awarded -- one in word processing and the other in data entry. The programs take about 6

months to complete, and most of their clients are females. Successful applicants must be 18 years old and have a high school diploma or be able to pass the Adult Basic Learning Examination (ABLE). Training is for entry level, low paying jobs, but an effort is made to get the students to think in terms of continuing their training and advancing in their jobs. All of the instruction is in English. Students sometimes address the instructors in Spanish and talk among themselves in Spanish, but every effort is made to get them to use English. There is an on-the-job training program for cashiers, however, that requires that the applicants speak Spanish. Funding is received from several sources, including JTPA, the Ford Foundation, and Pell grants.

D. Planning and Coordination

There is little, if any, planning and coordination of employment training for LEP adults and out-of-school youth in Yuma County. The planning and coordination that does occur is provided by the JTPA PIC and by the community college.

E. Additional Service Needs

Several service providers said county policy-makers need to be more aware of the employment training needs of LEP adults. Better planning and coordination of services is needed. Currently, ethnic minorities are under-represented in county policy-making positions.

Respondents also said that LEP adults would benefit from better outreach and counseling services in their communities. Transportation is a problem since jobs and services are spread out in this rural county. Many of the poor who are most in need of employment training and jobs do not have cars. People in low paying entry level jobs often cannot afford the cost of transportation. Transportation is provided by a few programs, but many organizations hesitate to train people for jobs in other towns because they know transportation will be a problem.

Some respondents also stated that the LEP adult population most in need of employment training in Yuma County will require extensive, long-term services in order to move out of poverty. Besides their limited English proficiency, many lack basic skills and have only done unskilled labor most of their lives. It was stated that, generally, the community has a laissez-faire attitude toward this problem. The basis for this attitude is probably partly due to very limited resources, a slowing economy, and the transiency of much of the LEP population. Yuma County does not get a large proportion of federal and state funds, and the county is not wealthy enough to generate extensive local funding for programs.

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VOCATIONAL TRAINING FOR LEP ADULTS IN CALIFORNIA

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VOCATIONAL TRAINING FOR LEP ADULTS IN CALIFORNIA

I. INTRODUCTION

A. The LEP Population

According to the 1980 Census, 21.5% of the total number of persons in the United States who speak a language other than English at home reside in California. This percentage is higher than for any other state in the country. Within the state, 22.6% of the population speak a language other than English at home, and 15.1% are foreign born (see Table 1). Between 1983 and 1987, the state received 104,544, or 32.5%, of the 321,704 refugees who came to this country. The vast majority, 72.2%, were from southeast Asia. Hispanics comprise nearly 20% of the population, 79.6% of whom are of Mexican origin. The state's foreign born population includes nearly one-third of all Hispanics and almost 40% of all Asians in the country.[1/]

TABLE 1

SELECTED POPULATION DATA FOR THE STATE OF CALIFORNIA: 1980 CENSUS

Characteristics	State of California
Total population	23,667,902
Percentage who speak a language other than English at home	22.6
Percentage foreign born	15.1
Percentage naturalized citizens	5.5
Percentage not citizens	9.6
Percentage Spanish origin	19.2
Percentage Mexican origin	15.3
Percentage Asian/Pacific Island origin	5.2
Percentage who speak Spanish at home	14.3

1/Bouvier, L.F., and Martin, P. Population Change and California' Future. Washington, D.C.: Population Reference Bureau, Inc., 1985, p. 5.

B. The Economy

The California economy experienced a period of slow growth during 1985 and 1986, reflecting the nation's economy as a whole in many ways. Civilian employment was 63.1% of the adult population and the unemployment rate was 5.8% in the state (see Table 2). The job growth rate for California and the rest of the nation were identical at 2.6% in 1986. Most of the employment growth was in the trade and the services sectors, which accounted for approximately 67% of the new jobs in 1986. The finance, insurance and real estate sectors also had high growth. There was little or no growth in the three sectors of mining, manufacturing, and transportation and public utilities. These trends are composites for the state. Some geographic areas have remained stable; others are experiencing rapid growth; and still other areas are in somewhat of a decline.[2/]

TABLE 2

SELECTED EMPLOYMENT DATA FOR THE STATE OF CALIFORNIA BY RACE AND SPANISH ORIGIN: 1987 ANNUAL AVERAGES
(in thousands)

Population Group	Civilian Noninstitutional Population*	Civilian Labor Force		Employment		Unemployment	
		Number	Percentage of Population	Number	Percentage of Population	Number	Rate
Total	20,539	13,747	66.9	12,955	63.1	792	5.8
White	17,410	11,658	67.0	11,027	63.3	631	5.4
Black	1,359	892	65.6	796	58.5	96	10.8
Hispanic	4,124	2,859	69.3	2,631	63.8	226	7.9

Source: BLS unpublished data.
*16 years and above.

2/ Annual Planning Information: California 1987-1988. Sacramento, CA: Employment Development Department, June 1987.

In spite of a relatively healthy economic climate in the state, Hispanics and Blacks have higher rates of unemployment. The data in Table 3 indicate that, on average, Hispanics (some of whom are limited English proficient) do not do as well as the total population. Hispanics are younger, and have more

TABLE 3

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF THE STATE OF CALIFORNIA 1980 CENSUS

	Spanish Origin Population	Total Population
Number	4,541,300	23,667,902
Percentage of total population	19.2	100.0
Median age (years)	22.8	30.0
Median household income in 1979	$15,171	$18,243
Median family income in 1979	$16,081	$21,537
Percentage families below poverty	16.8	8.7
Percentage person below poverty	19.1	11.4
Percentage ages 25 and over who are high school graduates	42.4	73.5
Percentage ages 16-64 with a work disability	6.5	8.2
Percentage persons under 18 living with both parents	73.3	77.4
Mean number of children ever born	1.6	1.2
Percentage female householder, no husband present, with children under 18 years	17.4	16.3

children, lower median incomes, higher percentages below poverty, and a graduation rate that is 30% lower than the rate for the total population of the state. However, they do not have as high a percentage of work disabilities as the total population for the state, and the percentage of persons under 18 living with both parents and the percentage of female householders with minor children are about the same as the state population.

Generally, the Asian/Pacific Islander population in the state is doing better than the Hispanic population, but some Asian ethnic groups are not doing as well as others. Respondents agreed that some southeast Asian ethnic groups who reside in certain parts of the state are having serious problems becoming economically self-sufficient. However, it is not possible to document this from the published 1980 Census data because numbers are small and data equivalent to that published for Hispanics are not broken down by the Asian/Pacific Islander subgroups.

Population projections for the state indicate that the labor force will grow by 5.8 million workers between 1980 and 2000. Many of these workers will be ethnic minorities. Some may be absorbed in the ethnic enclaves that have been developing in the state for a number of years. Often English proficiency is not needed for employment in the enclaves. But educational attainment will be a more important factor for future jobs than it has been in the past. Many Asian groups seem to pursue education; the extent to which the overall educational level of Hispanics will improve is a question.[3/]

The changing demographics in Mexico have important ramifications for future immigration to California. Mexico's population is expected to nearly double in the next three decades. This rapid population growth will add to the social, economic, and political problems in that country. As a result, there is likely to be increased pressure to emigrate to the United States, particularly to California, as it becomes more difficult to survive in Mexico.[4/] The flood

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[3/]Bouvier and Martin, 1985, op. cit., p. 35.

[4/]Ibid., pp. 44-46.

of legal and illegal immigration is expected to increase in spite of recent INS legislation designed to curtail the flow of illegals. Border crossing arrests are often used to assess the extent of the flow of illegals, and these arrests are continuing to increase.

II. STATE POLICY REGARDING LEP ADULTS

California elected officials and policy makers are very much aware of the cultural and ethnic diversity in their state. Bilingual education is a big issue in the public school system, and there appears to be a tolerance for different approaches to teaching English. Much of the state planning data for adults include ethnic breakdowns, but there is little data on English proficiency for adults. Most of the data that are available are for participants in ESL programs. The lack of data is probably due to the difficulty of measuring English proficiency in the adult population. The state does not promote an employment training model for LEP adults. Rather, the particular approach that is used is left to the local service providers.

It is the policy of the State Department of Education (SDE) to share Carl Perkins Act funds with the State Board of Community College on an approximate 55% to 45% basis. Almost all of the 55% share staying in the SDE is allocated to the K-12 student population, some of which goes to special needs students. The community college share is devoted to serving postsecondary and adult students. The extent to which LEP adults are served is determined by each local community college. The Special Needs Office in the SDE interprets the Perkins regulations in a way that appears to limit or restrict the use of Perkins funds for dropouts. It is their policy that a student must be enrolled in a vocational program before Perkins funds can be used for that type of student. Translated into program operational terms, Perkins funds are not used for assessment purposes. Since high school dropouts in California include a fairly high percentage of limited English proficient youth and since LEP dropouts need effective assessments, this policy restricts services needed by this population.

The State Department of Social Services is implementing a state-legislated project for "Greater Avenues for Independence" (GAIN), a state-wide program to reduce welfare dependency through adult training. In its initial phase, GAIN prohibits its AFDC clients who are LEP from concurrent participation in ESL and job training. According to a senior-level respondent involved in this program, this policy limits the scope and pace of vocational training and job placement for LEP adults in the state.

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. State Agencies

The primary mechanisms at the state level for providing employment training for LEP adults are through the Office of Refugee Services and some grant projects funded by state agencies. Otherwise, a number of employment training, ESL, and basic education programs are available for adults, but not specifically for LEP adults. The models or configurations of services that are used to serve LEP adults are left to the local service providers. Some of the employment training and related programs funded by state agencies for adults are discussed in this section. These programs are available for LEP adults, but have varying kinds of entrance requirements.

1. State Department of Education

a. Career-Vocational Preparation Division

According to the 1988-89/1989-90 California Plan for Career-Vocational Education, the role of this Division within the State Department of Education is "to provide leadership, technical assistance, direction, financial resources, and other support to local education agencies in the delivery of quality programs and services to students."[5/] This responsibility is shared with the Office of the California Community Colleges. The Career-Vocational Preparation Division serves students in grades 9-12 primarily, but it does serve some adults. The Community Colleges provide vocational education for adults. Both agencies receive most of their funds from the state, but both also receive federal funds. The 1987-88 distribution of federal funds is shown in Table 4.

5/ California Plan for Career-Vocational Education 1988-89/1989-90, Sacramento, CA: California State Department of Education, 1988, p. I-3.

TABLE 4

DISTRIBUTION OF FEDERAL VOCATIONAL EDUCATION FUNDS
1987-88

1 Program	2 Total VEA GRANT	3 State Department	4 Percent for SDE	5 Community Colleges	6 Percent for CC
TITLE II					
Total Administration	$4,873,740	$3,660,618	75.1	$1,213,122	24.9
TITLE II-A					
Handicapped	6,475,112	$3,367,058	52.0	3,108,054	48.0
Disadvantaged	14,245,247	7,407,528	52.0	6,837,719	48.0
Adult Training	7,770,134	3,885,067	50.0	3,885,067	50.0
Single Parents	5,503,845	2,751,922	50.0	2,752,923	50.0
Gender Equity	2,266,289	1,133,145	50.0	1,133,144	50.0
Criminal Offenders	647,512	323,756	50.0	323,756	50.0
TOTAL II-A	$36,908,139	$18,868,476	51.1	$18,039,663	48.9
TITLE II-B					
Program Improvement	27,842,982	15,231,911	54.7	12,611,071	45.3
TITLE III-A					
Community-Based Organizations	514,767	257,384	50.0	257,383	50.0
TITLE III-B					
Consumer and Homemaking Education	2,792,030	2,094,023	75.0	698,007	25.0
VEA GRANT TOTAL	$72,931,658	$40,112,412	55.0	$32,819,246	45.0

Source: California State Department of Education.

Some of the VEA funds that can be used for adult and out-of-school youth employment training are:

- Adults in Need of Training and Retraining - Twelve percent of available Title II funds. Funds are available through a competitive bid process. Five percent of the 12% are designated to state-wide and regional services. Certain percentages of the funds will be available to small, medium, and large sized eligible recipients.
- Single Parents and Homemakers - Eight and one-half percent of available Title II funds. Funds are available through a grant process.
- Criminal Offenders and Correctional Institutions - One percent of available Title II funds. Funds go to the California Youth Authority through an interagency agreement.

The Single Parent/Homemaker funds are administered by the State Sex Equity Coordinator. An attempt has been made to serve the different eligible populations equally with these funds. Thus, the state has been divided into areas, and grants are dispensed based on the needs of the populations in those areas. Several grants have been issued specifically for minorities, which include Hispanics, Asians, Blacks, and Native Americans. Most of these grants have been made to ethnic community-based organizations. As an example of services provided under these grants, one Hispanic organization provides outreach, training, guidance, support services, placement and follow-up.

Another provider of job training under the Career-Vocational Preparation Division is the Regional Occupational Program (ROP), consisting of 67 centers around the state. They are funded as part of the California Public School System based on student attendance hours. ROPs do not receive Perkins formula funds, however some receive other federal funds, such as JTPA. The ROPs serve primarily 11th and 12th grade students enrolled in the high schools. Most classes are open entry/open exit and schedules are arranged to fit individual needs. Some ROPs serve adults in addition to 11th and 12th graders. Those that serve LEP adults provide ESL. bilingual instruction, bilingual materials, and bilingual counseling.

The extent to which the LEP adult population is served by funding through the Career-Vocational Preparation Division depends on decisions made by the participating LEAs. According to the projected 1988-89 funding allocations, about $778,286 statewide or 13.5% of Perkins disadvantaged funds are designated for LEP services. The ROPs receive only about $500,000 statewide from Title IIA, IIB and IVB funds. But all ROPs serve adults, and if they do, services may or may not be provided for LEP adults. Those that serve LEP adults often provide ESL, bilingual instruction, bilingual materials, and bilingual counseling.

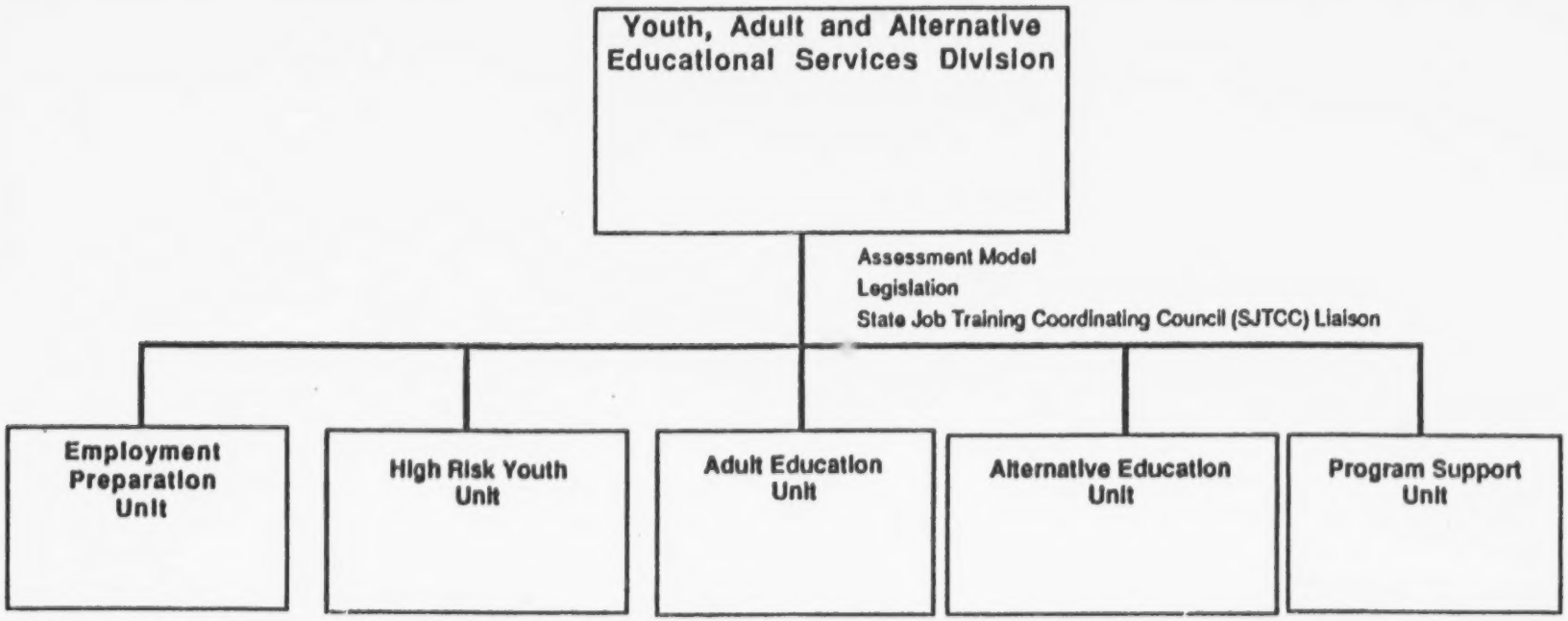
b. Adult Education

The agency primarily responsible for delivering educational services to adults in the state is the Youth, Adult and Alternative Educational Services Division of the SDE. As shown in Table 5 on the next page, the five key units in this division are the:

- employment preparation unit;
- high risk youth unit;
- adult education unit;
- alternative education unit; and
- program support unit.

The employment preparation unit operates several programs which serve LEP adults including the youth employment competencies and GED programs. This unit also administers $14.5 million in JPTA 8% program funds for the state JPTA program. Half of these JPTA 8% funds are allocated to local GAIN projects (see Section 3 below) for basic education, ESL and related services. The remaining JPTA 8% funds are allocated to state administration for this unit (15%), education statewide priorities (5%), and to special project grants awarded on a competitive basis (30%). A more complete description of the pattern and flow of JTPA funds appears later in this section. Through these JPTA 8% funds, the SDE supports basic education, ESL, VESL, literacy programs for at-risk youth, and occupational training. This unit uses its administration funds for technical assistance, research, program development and local workshops.

TABLE 5



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Approved _____
William D. Dawson, Executive Deputy Superintendent

Some Perkins funds are allocated to the high risk youth unit for dropout programs. The greater share of funds for dropout prevention, which serves LEP youth at-risk of leaving school, come from SB 65 implementation, a state legislated and funded program.

The major SDE program that serves LEP adult is adult education. The State of California spends more than any other state on adult literacy. The state currently receives $8.1 million from Federal Adult Education Act funds, and the state provides an additional $60 million in adult education program funds. In the 1986-87 program year, 1,416,021 adults participated in ten different adult education programs, including: elementary and secondary basic skills, ESL, citizenship, vocational programs, special education, programs for older adults, parenting education, health and safety education, and home economics. Of that number, 408,105 or 28.8% were enrolled in ESL classes.

The adult education unit uses the California Comprehensive Adult Student Assessment System (CASAS) to assess adult competencies. Scores included in the 1986-87 adult education report to the State Legislature indicate that about 65% of ESL students are functioning below a minimal level of English competency.[6/] Enrollment data revealed that of the adults in beginning classes, 85% were in ESL classes and 15% were in ABE classes. Enrollment trend data indicate continuing increases in enrollments in ESL, secondary basic skills and programs for older adults. According to the adult education unit, "demographic changes in the state's adult population have caused relative shifts in enrollment patterns among the ten state-approved program areas."

6/ Sunset Review Report on Adult Education in California, A Report to the Legislature as Required by Education Code Section 62006(a). California State Department of Education, Sacramento, 1987.

Reports on ABE enrollments for 1982-83 indicate that well over 75% of the 601,360 participants in the ABE and the ESL programs funded through this unit were considered to be limited-English proficient.[7/] Changes in workplace literacy requirements and program initiatives such as GAIN (see Section 3 below) appear to influence these trends. Other than the ESL services provided as a part of GAIN — coordinated by the program support unit -- the two remaining units in the adult division do not serve LEP adults in any direct way.

2. State Community Colleges

Most of the funding for the community college system comes from the state. Federal VEA funds comprise only 4-5% of the total community college funding. Community colleges may also receive federal JTPA funds. The State Department of Education works with the State Department of Social Services to administer JTPA job training funds for welfare recipients. JTPA 8% funds are used for literacy, basic skills, and some job training. Most of the training is in the services area and is non-credit. There are some training centers in ethnic communities funded largely by the state with some JTPA funding. Additionally, the community colleges may provide other services with JTPA funds through agreements with local PICs.

Most of the courses at the community colleges are part of a certificate or associate degree program. But an Employment Training Unit was established in the Chancellor's Office in 1982 in response to a decline in manufacturing in the state. This unit is responsible for immediate job training. At first, the unit emphasized retraining. Now the unit's approach is to try to attract business into the state. This strategy has attracted Nissan and Toyota to Orange County and a glass company to Barstow.

7/ Dale J. Rezabek, Communication, Culture and Employability in California, Part 1 — Demographic Summary, Consortium on Employment Communication, July 1985.

The state has put several million dollars into employer based training, which has an open entry/open exit format. A consortium of employers assist in defining training needs, provide equipment and instructors, and agree to hire graduates. Some of these programs are bilingual, some use ESL, and some use peer counseling. Students are encouraged to use existing programs at the community college to supplement their job training.

Many programs at the community colleges are job related. Statewide, there is a strong emphasis on literacy. Many southeast Asian refugees in the state are not literate. Other immigrants may have some English skills and training, but do not have transferable skills that can be licensed or credentialed (e.g., Filipino nurses). Job-specific English training and skills-upgrading are provided in some programs.

Most students attend the community colleges part-time (74%). The majority of the students are White (63%), 13% are Hispanic, 10% are Asian, and 10% are Black. About half of the students attend classes in the evening (48%). Most are self-supported (67%) and just under half (48%) and are employed full-time (48%). Forty-five percent are 30 years old or older; another 45% are 21-29 years old.

3. State Department of Social Services

The Greater Avenues for Independence (GAIN) program was signed into law in California September 26, 1985. The program offers job search, education, training, and support services to welfare recipients so they can become self-sufficient through unsubsidized employment. The total funds available for FY 1987-88 are approximately $210 million. A proposed $407 million are needed for FY 1988-89.

Each county is required to develop a plan that specifies how employment, training, and support services will be provided for GAIN participants. This requires a needs assessment and coordination with other agencies in the county. Tax incentives are offered to employers who train or hire GAIN participants. All of California's 58 counties are expected to have their GAIN programs operating by September 1988.

Of the 190,000 welfare recipients in the state in 1985, most were native born and mothers of school age children. Some are limited English proficient. Data on current GAIN participants indicate that 60-70% are in need of basic education, including reading, math, and ESL. GAIN has the following key elements to meet the employment needs of this population: assessment, training/education, job search, and support services.

All welfare recipients with children six and older are required to register with GAIN unless they are exempted. Persons who are not required to register are encouraged to do so. Day care and transportation are provided, if needed. Registrants sign a contract which outlines their rights and responsibilities, an explanation of the program, consequences for failure to participate and a negotiated assignment. Remedial education, ESL, and GED are provided, if necessary.

Workshops are used to train participants in job search skills such as preparing for an interview and locating job opportunities. Supervised job search activities assist persons who are recently unemployed or have just completed training.

An individualized employment plan is developed for each participant. The plan is based on aptitude, interest and achievement testing, counseling evaluation of work history and participant employment choices. The plans take into account the local job market. Following assessment, the contract between the participant and the county is amended to reflect educational or training selection and performance criteria.

The training and education may include short term work experience (three months), OJT, vocational training, grant diversion, supported work or other available training opportunities. The training/education may last up to two academic years, but must be tied to a specific job placement upon completion.

Most of the trainees will be placed in unsubsidized jobs. Training contractors will be paid based on job placement performance. Any successful trainee who is still unemployed after 90 days is referred to Supervised Job

Search. Successful trainees unemployed after the 90 day job search and unsuccessful trainees are assigned to long term work experience. Long term work assignments are reviewed every six months and participants are reassessed after 12 months.

Persons who are found to be out of compliance with their individualized employment plan are placed on three month supervision. Individuals who come into compliance within three months are reinstated. Reinstated participants or second time offenders have their grants reduced (single parent families) or terminated (two parent families) for three months and for six months for third or subsequent offenses.

Several support services are offered. Subsidized child care is available during participation in any program component and during a limited period of employment following completion of training. Participants will also be covered for the cost of books, tools, fees, and other expenses related to training and/or education. Transportation and other support services may be provided at the discretion of the county.[8/]

According to the latest field test report on GAIN, "English was identified as the native language by 87% of the participants; Spanish by 9%." This report was unable to identify native languages of its projected state-wide caseload. Projections of ethnic backgrounds for future statewide GAIN caseloads was: 36% Caucasian, 22% Hispanic, 28% Black, 13% Asian/Pacific Islander, and 2% American Indian/Alaskan.[9/]

4. State Occupational Information Coordinating Council (SOICC)

Getting a handle on the difference between labor supply and demand, an essential ingredient in planning, is difficult in California. The state has good demand information, but does not have supply information, largely due to a decentralized educational system.

As a result, a decision was made to develop a local labor supply kit. The development of the kit was funded by several sources including Perkins, JTPA, and Vocational Rehabilitation funds. A seven person committee comprised of the major contributors is overseeing development of the kit.

The kit is an instrument to be used at the local level to determine potential labor supply. It is designed to assess 1) how many enrollees and completers are in each occupational area; 2) what happens to graduates; and 3) how well the graduates are trained (based on a survey of employers). Following development, the kit will be field tested and disseminated to the 51 Service Delivery Areas (SDAs) in the state.

Demand data are collected routinely by the Employment Development Department which publishes employment planning documents that contain state and county-level data. The SDAs, which are prime users, are mostly single or multiple county entities. Information on LEP persons is not collected. Some reports, however, do include racial and ethnic data from the 1980 Census.

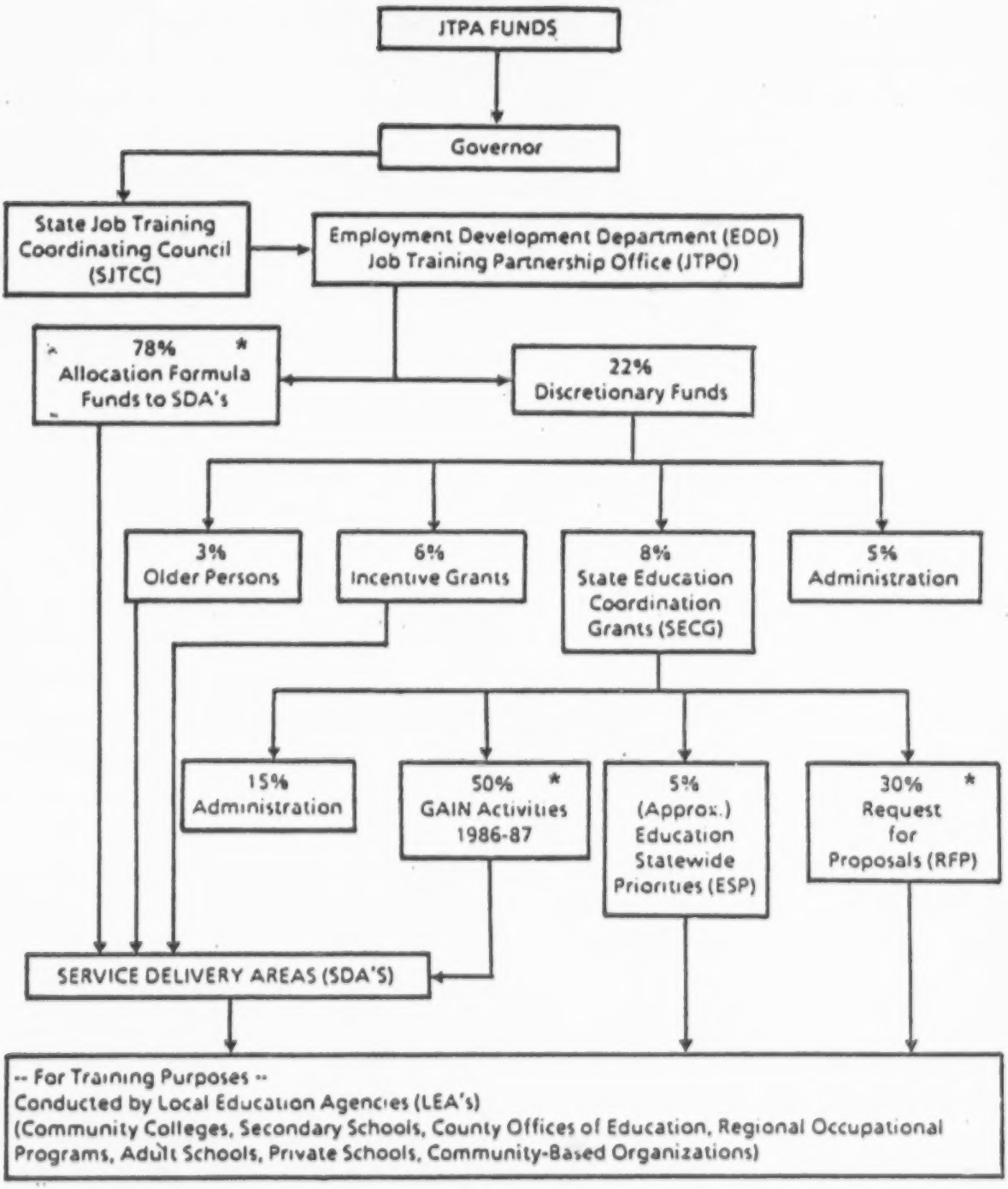
5. State Job Training Partnership Act Program (JTPA)

One of the primary questions of this study deals with the pattern and flow of funds for the LEP adult population. The chart on the next page (Table 6) illustrates the flow of DOL/JTPA funds and the points at which these funds intersect with other state programs. Although this chart does not specify types of recipients, it is fairly clear that three of the funding categories support some vocational services for LEP adults: 78% formula funds to SDAs, and the two categories discussed previously under the SDE adult education program. The bulk of JTPA program funds in California are administered at the local level by the various SDAs. As shown in Table 7, the 1988-89 allocation for Title II 78% funds of $141.3 million is distributed to the SDAs on a formula basis. Youth, school dropouts, and AFDC clients are identified in Table 7 as priority target populations for JTPA services. Given the size of the LEP population in need of employment services in the state, respondents assumed that these programs reach LEP adults and out-of-school youth.

8/ GAIN Greater Avenues for Independence. Sacramento, CA: Department of Social Services.

TABLE 6
STATE OF CALIFORNIA

JOB TRAINING PARTNERSHIP ACT (JTPA)
ADMINISTRATIVE FLOW OF FUNDS


JTPA FUNDS
Governor
State Job Training Coordinating Council (SJTCC)
Employment Development Department (EDD) Job Training Partnership Office (JTPO)
78% * Allocation Formula Funds to SDA's
22% Discretionary Funds
3% Older Persons
6% Incentive Grants
8% State Education Coordination Grants (SECG)
5% Administration
15% Administration
50% * GAIN Activities 1986-87
5% (Approx.) Education Statewide Priorities (ESP)
30% * Request for Proposals (RFP)
SERVICE DELIVERY AREAS (SDA'S)
-- For Training Purposes --
Conducted by Local Education Agencies (LEA's)
(Community Colleges, Secondary Schools, County Offices of Education, Regional Occupational Programs, Adult Schools, Private Schools, Community-Based Organizations)

*Serves LEP Adults.

TABLE 7
JTPA FUNDS FOR PROGRAM YEAR 1988
(JULY 1, 1988 - JUNE 30, 1989)
TOTAL, ALL TITLES NATIONWIDE: $3.7 BILLION

Title II Training Programs for the Economically Disadvantaged		Title III Dislocated Workers	Title IV Federally Administered Programs	
A.	B.			
Adult & Youth Programs $1.807 Billion Nationally	Summer Youth Programs $750 Million Nationally \1	$287 Million Nationally	$933 Million Nationally	
Allotted to States by Formula	Allotted to States by Formula	$72 Million National Reserve	A. 1-Native Americans 2-Migrant and Seasonal Farmworkers	$59.7 millio $65.6 millic
$181.1 Million to CA \2	$71.6 Million to CA \1, \2 -To serve eligible youth during Summer months of 1988.	$215 Million Allotted to States by Formula $19.9 Million to CA \2, \3	B. Job Corps C. Veterans Employment D. National Activities	$716.0 millic $9.9 millic $81.5 millic

II-A:

22% ($39.8 Million) Governor's Setaside	78% ($141.3 Million) -To SDAs by Formula Allocation
8% ($14.5 Million) Education Linkages	-To serve economically disadvantaged.
6% ($10.9 Million) Incentives and Technical Assistance.	-10% window for non-economically disadvantaged.
3% ($5.4 Million) Older Worker Programs	-40% of funds for youth services.
5% ($9 Million) Auditing, Administrative, and Special Services Costs.	-State AFDC recipients and school dropouts to be served in the proportion that they appear in the eligible population.

1/ Summer program uses Program Year of October-September instead of July-June, and is forward-funded. Appropriation o $718 million will be used for summer of 1989. $750 million appropriated in 1987 will be used for summer of 1988.

2/ Does not include funds carried forward from prior year.

3/ Requires matching funds (100%).

Source: California JTPA Program.

There are some points of linkage and interaction between these state agencies. Generally, they occur because of legislative requirements for coordination and not necessarily due to a state policy for planning and coordinating vocational education and employment services for adults in general or for LEP adults in particular. These are briefly described in the next section.

B. Planning and Coordination

Very little, if any, state-level general planning and coordination effort is directed toward services for LEP adults. Other than lines of coordination and liaison required by the JTPA 8% funds, there is little linkage between the SDE and the JTPA program. The GAIN program appears to be the strongest force in the state for coordinating vocational training and employment services. GAIN is administered by the State Department of Social Services with fairly significant participation by the SDE adult education program, the local JTPA service delivery system, and the Refugee Assistance Program. Even so, LEP adults are included in this program only to the extent they happen to be represented in the AFDC client group participating in GAIN.

Several other coordinating mechanisms are relevant to vocational programs for LEP adults. There is fairly broad participation by relevant state agencies in both the State Job Training Coordinating Council and the State Occupational Information Coordinating Committee. The director of the SDE Youth, Adult and Alternative Educational Services Division serves on an interagency school-to-work transition team. This team focuses on general special needs groups, including LEP persons and the handicapped. Finally, some of the work of the California Alliance for Literacy is focused on issues and concerns of the LEP population and related ESL programs.

The next sections of this case study discuss services to LEP adults in two local jurisdictions: a large metropolitan area (Orange County) and a smaller city (Merced).

9/ GAIN Appraisal Program Field Test Report, prepared by the CASAS System, San Diego Community College District Foundation, 1987.

IV. ORANGE COUNTY, CALIFORNIA

Orange County is most famous for Disneyland, Knott's Berry Farm, its complex of national convention facilities in Anaheim, and its very low unemployment rate. The county, which borders Los Angeles County and the Pacific Ocean, consists of ten major municipal areas with Anaheim as the center. The other nine areas are Brea, Buena Park, Fullerton, La Habra, Placentia and Yorba Linda in the northern part of the county and Garden Grove, Orange, and Santa Ana in the south. Educational services are provided by two major community colleges, two high school districts, three unified school districts, a Regional Occupational Program (ROP), and a host of community-based organizations and private refugee resettlement agencies. A variety of job training, JTPA, and general social service programs are available as well. Many resettlement and social service agencies serve the large number of refugees who have settled in the county in the past five years. More than half of its current total population of about 2.7 million is in the labor force, and the current unemployment rate is around 2.3%.

A. The LEP Population

As shown in Table 8 on the next page, the 1980 Census revealed that almost 350,000 or about 18% of the population five years and older spoke a language other than English at home. Thirteen percent of the population is foreign born and 38% of the foreign-born segment is of Spanish background. Of the total population, 13.1% is of Spanish origin, 11.8% of Mexican background, and 4.7% of Asian/Pacific Islander origin.

It was reported that over 100,000 Vietnamese reside in Orange County in 1988, contrasted with only 18,000 Vietnamese reported eight years earlier in the 1980 Census. The Vietnamese Community of Orange County also indicates that Vietnamese hold jobs in a very wide range of occupations. For instance, 200 physicians recently arrived in the U.S. are now licensed and practice medicine in the county. Other Vietnamese, even those who speak very little English,

TABLE 8

SELECTED POPULATION DATA FOR ORANGE COUNTY, CALIFORNIA

Characteristics	Orange County
Total population	1,932,709
Population 5 years and over	1,803,698
Percentage who speak a language other than English at home (5 years and over)	17.8
Percentage foreign born (38% Spanish)	13.3
Percentage naturalized citizens	4.4
Percentage not citizens	8.9
Percentage Spanish origin	13.1
Percentage Mexican origin	11.8
Percentage Asian/Pacific Islander origin	4.7
Percentage who speak Spanish at home (5 years and over)	10.8

are able to get jobs in such industries as electronic assembly. Refugee oriented community-based organizations (CBOs) report placements of Vietnamese who speak English in shop floor supervisory positions. In these positions, the supervisors serve as translators when needed and provide basic support for those hired with limited English proficiency. Respondents from CBOs are more likely than government agency staff to suggest that the lack of English proficiency is not necessarily a barrier to employment. For example, some respondents from CBOs in the county report that some LEP adults are placed in jobs in which they speak only Spanish. However, almost all local government educational and training agency staff believe that any one desiring a job with any hope for self-sufficiency must become proficient in English.

In addition to Hispanics and Vietnamese, other language groups represented in the LEP adult population include Lao, Romanian, Ethiopian, Farsi, other middle eastern languages, and Polish. However, there are limited data available for providing a comprehensive description of the LEP adult population in Orange County.

In planning for the implementation of GAIN in Orange County, the Department of Social Services conducted a survey of their AFDC client population in the summer of 1986. Of the 14,875 AFDC clients ages 16-65, 34% were "time-expired" refugees; of the total, 35% were Asian, and 20% were Hispanic. Approximately 94% of all Vietnamese, 86% of Cambodians, 81% of all Laotians, and 20% of Hispanics indicated their native tongue as their primary language. Just as in the 1980 Census, AFDC clients were asked to give a self-report on their English language abilities. When asked about their English speaking abilities, 39% of Hispanics, 85% of Asians and 63% of other language groups indicated having minimal to no abilities. Fairly comparable percentages were given for English reading and writing abilities. Scores on basic English and math proficiency tests given to a random sample of these clients support these self-reports.

Although the overall unemployment rate for the county is 2.3%, more than 75% of AFDC clients are unemployed. About 65% of AFDC clients do not have the equivalency of a high school diploma. While these numbers (almost 15,000, which is slightly less than 1% of the population) are small, they no doubt represent only a portion of the LEP adult population who are both economically disadvantaged and in need of training.

In the AFDC client survey, approximately 30% were two-parent families with the remaining 70% of families having a female head of household. As shown in Table 9 on the following page, there is little difference between the total population and the Spanish population in terms of the percentage of families with no husband present. Almost 14% of Spanish families in the 1980 Census were headed by a female with no husband present. There are significant differences, however, when it comes to the percent of families in poverty, the percent of high school graduates, median household and family income and the percent of youth ages 16-19 enrolled in school. For instance, there is a $6,662 difference in the median family income. The Spanish population has a $19,256 median family income, low for this area but fairly high compared to other parts of the country.

TABLE 9

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF ORANGE COUNTY, CALIFORNIA: 1980 CENSUS

Characteristics	Spanish Origin Population	Total Population
Number	285,722	1,932,709
Median household income in 1979	$18,812	$22,557
Median family income in 1979	$19,256	$25,918
Percentage families below poverty	12.1	5.2
Percentage high school graduates*	48.0	80.4
Percentage unemployed	6.9	4.1
Percentage in manufacturing	36.2	25.9
Percentage in retail	15.3	17.4
Percentage in professional and related services	11.6	17.4
Percentage ages 16-19 not enrolled in school, not H.S. graduate	**	12.6
Percentage persons under 18 living with both parents	75.1	78.6
Female head of household with no husband present	13.8	12.4

*Persons 25 years and older.

**Data not available.

B. Organizations Providing Services

The regional occupational program and the community colleges provide services to adults and at-risk or out-of-school youth in Orange County. Also, the county department of social services, the JTPA program, and a wide variety of community-based organizations (CBOs) and refugee resettlement groups provide vocational training and employment-related services to adults in general and to LEP adults in particular.

1. Regional Occupational Program

The North Orange County Regional Occupational Program, as is true of the other 67 ROPs in the state, is designed to serve as a linkage or transitional program between the secondary schools and community colleges. The ROP serves some special secondary students and out-of-school youth and adults not yet ready to attend community colleges.

The ROP is funded through state categorical funding and by special projects obtained through competitive RFPs. Although the ROP does not receive any formula Perkins funds, the ROP does receive over $10 million in categorical funds from five local school systems. The ROP also receives considerable funding from the SDE Sex Equity program, which is funded by the Perkins Act. In the 1987-88 program year, the ROP used almost $100,000 in sex equity funds to support single parent and transitional programs. These programs support the single parents who are LEP. In the '87-'88 list of special projects, there were five projects for over $350,000 funded by the JTPA programs in the area, including several 8% SDE set-aside projects and some 78% funds for individual assessment and training.

Vocational education offered by the ROP supplements the high school program for youth and adults 16 years and older. Through its adult training and re-training programs, the ROP seeks to serve LEP adults in three ways: (1) ESL only, (2) ESL and vocational training combined in a variety of ways, and (3) occupational or skill training as a separate activity. Occupational training is offered, for instance, in such areas as clerical, banking, data processing, practical nursing, dental assistance, and construction. In a typical welding course, 50% of the participants might be Hispanic, and 20% Asian. One or two might be women who are pursuing non-traditional jobs.

The ROP delivers much of its vocational training through special projects, which include JTPA customized training and employability skills project, Work Ability training funded by the Vocational Rehabilitation program, as well as several single parent and job development programs (see Table 10 for additional details on these projects). Much of the employment training provided by the ROP is supported by the various local JTPA programs.

TABLE 10
NORTH ORANGE COUNTY REGIONAL OCCUPATIONAL PROGRAM SPECIAL PROJECTS

PROJECT NAME	DESCRIPTION	ELIGIBILITY	BENEFITS	CONTACTS
JTPA Customized Training	Customized training is designed to provide eligible participants with vocational training, subsidized On-the-Job Training (OJT), and if necessary, remediation in basic skills, work-related behaviors, and/or Vocational English As A Second Language. Training is customized to meet the needs of each participant, and whenever possible, OJT employers assist by identifying desired level of training for employment. Instructor Specialists counsel the participants, coordinate with the NOCROP instructors, select the OJT employers, provide continued support and conduct on-going follow-up	Adult participants who are JTPA eligible and have been referred to the program by either the Northwest or Anaheim Jurisdiction	1. Participants' attendance in the various training programs generate ADA 2. Positive interaction with the JTPA jurisdictions creates and maintains good public relations. 3. Extends the activities of NOCROP in its goals of training individuals for employment 4. Helps industry to better understand the goals of NOCROP and builds on the JTPA goals, resulting in stronger economy.	NOCROP-Acacia Facility Alexa Knight Skip Neely Beth Chiaro (714) 870-0930 Anaheim JTPA Pam Pritchett Marge Pritchard Ed Cruz Ray Herrera Joanne Black Patty Sahliver (714) 999-5174 La Habra JTPA Linda Daughters Teri Muse Vicky Casillas Nadine Stamer Virginia Stoll Cynthia Gulley (714) 526-2227 Ext 251
Work Ability I	A comprehensive employment preparation program which enables special needs high school students to secure and maintain employment. The major components are work readiness activities including assessment, NOCROP training courses, vocational training, employability skills training and 100 hours subsidized work experience leading to a permanent job.	1. 16-21 year old special needs youth enrolled in high school. 2. Senior status or potential dropout. 3. Eligible for special education or identifiable as handicapped.	1. Additional enrollments into NOCROP courses will increase ADA. 2. Job placement assistance through Project personnel will increase placements. 3. New private sector employers will be identified. 4. Resources for hiring the handicapped and hard to place students, will be expanded	NOCROP-Acacia Facility Helen Harwell Nancy Newton Pat Nicholas (714) 870-0930 Anaheim Unified High School District Cheryl Escoe Riley Gaynor (714) 999-3526 Brea-Olinda Unified School District Bob Saulsbury (714) 990-7869 Placentia Unified School District Sandie Everson (714) 996-7762 Los Alamitos Unified School District Jay Hills (213) 598-9212 Fullerton Union High School District Rich Bartolski Rita Nugent (714) 738-3305
Work Ability II	A special program designed to assist handicapped students and adults in completing their NOCROP training and successfully attain employment.	Project participants must be Department of Rehabilitation clients, or in the process of referral for DR eligibility	1. Through increased enrollments into NOCROP courses, the ADA will be increased. 2. Through increased job development assistance, the NOCROP instructor will benefit from increased placements.	NOCROP-Acacia Facility/Main Georgenne Yarger (714) 778-2170 (714) 870-0930 Anaheim Rehab. Office Louis Reed (714) 635-5500 Brea Rehab. Office Donna Brown Maria Figueroa (714) 529-1984 Westminister Rehab. Office Ken Estel (714) 894-5366
JTPA Employability Skills Project	To work in tandem with North Orange County Community College District Assessment Center in presenting Job Search Workshops to JTPA (Job Training Partnership Act) clients for the cities of Anaheim, La Habra and Garden Grove. The workshop topics consist of interview techniques, good grooming skills, application and data sheet completion, and resume preparation.	Clients of JTPA programs in the Anaheim, Northwest Area, and Garden Grove	1. Employability workshops available to instructors 2. Related materials will be available to instructors next semester.	NOCROP-Acacia Facility Mary Lou Danijan (714) 870-0930
Career & Vocational Assessment	Interest, aptitude, basic skills testing and counseling	Special project participants, ROP students and prospective students referred by counselors [redacted]	1. Ensures placement or redirection into appropriate training area 2. Assists in identifying [redacted] and limitations	NOCROP-Acacia Facility Roger Cox Grace Cowen Jerry Jurado [redacted]

TABLE 10 (CONTINUED)

PROJECT NAME	DESCRIPTION	ELIGIBILITY	BENEFITS	CONTACTS
SOLO	Vocational counseling designed to assist single parents/displaced homemakers in exploring occupational alternatives which are realistic and rewarding. Participants are assisted in the selection of an appropriate training program.	Single parents/displaced homemakers	1. Assists in appropriate placement into NOP classes 2. Provides instructors with an additional counseling resource for the single parents/displaced homemakers enrolled in their classes	NOCROP-Main Facility Mike Kraus (714) 776-2170
VEA Job Development	Design and field test a pre-employment skills curriculum to be utilized by instructors to assist their students in finding a job.	High school and adult NOCROP students	1. Provides instructors with lesson plans to assist students in job search activities. 2. Provides students with training in pre-employment skills, job search, self esteem, and work maturity.	NOCROP-Acacia Facility Rebecca Millenbager (714) 870-0930

2. Community Colleges

Two community colleges, North Orange Community College District and Rancho de Santiago Community College, provide a wide range of services for LEP adults including ABE, ESL and GED, employee-based/workplace training, support services and general vocational training. The North Orange Community College District receives over $350,000 in Title II-A and II-B Perkins funds. The II-B allocation is based on their percentage of ADA generated funds. Rancho de Santiago Community College serves the southern part of the county, including Santa Ana and Garden Grove through a variety of special JTPA, ESL, Perkins and private industry projects.

In addition to the Perkins Act state formula allocation for adult training, the disadvantaged and the LEP population, these community colleges compete for 8% funds for special projects. North Orange Community College, for instance, receives $48,000 in 8% funds for a special VESL project for vocational English, basic skills, and occupational training in five occupational areas. A majority of the participants in this project are LEP Hispanics with some migrant and seasonal farmworkers.

ABE and ESL classes are offered by North Orange Community College District at its two main campuses in Fullerton and Cypress, at four adult education learning centers, and in numerous community-based sites throughout the northern part of the county. ESL classes are offered in business and in workplace sites as well. Perkins Act funds are used to provide learning labs and related support services for LEP adults at the Cypress campus. Other Perkins and JTPA set-asides are used to provide employee based training.

Vocational ESL is used as a primary model of instruction in most of the JTPA 8% projects. In one special project, three instructional components are employed: vocational English, basic skills, and occupational skill training in business and clerical, machine shop, food services, janitorial services and landscaping. The SDAs recruit and assess all potential participants and refer them to the community college JTPA program. Respondents from the

community college indicated dissatisfaction with this procedure and with the assessment technique itself. The community college staff interviewed stated that their ESL lab staff are multilingual and have excellent assessment skills.

Accordingly, they would be more likely to integrate their assessment data into the instructional plan for each LEP adult. Combining assessment and instruction would avoid the sort of fragmentation described by the community college contractor staff.

General ESL services are provided in three learning labs for LEP adults who have occupational skills they had in their native countries and who need English language skills, local survival skills, and who have the potential for enrolling in vocational programs at the community college. Almost 17,000 adults participate in these ESL labs. Of these, 37% are 16-24 years old, 48% are 25 to 44 years old, and 12% are 45 to 59 years old. About two-thirds are Hispanic.

The Rancho de Santiago Community College overcame the problem of fragmentation in its assessment and instructional components by operating its own language and assessment center in a store front shopping mall site near the main campus. Most of these assessments are funded by the JTPA program because, according to the director of the assessment center, Perkins Act funds cannot be used for assessments prior to program participation by LEP adults who are disadvantaged for economic reasons.

As mentioned before, SER also functions as a satellite or adjunct training center for Rancho de Santiago Community College. SER does its own assessments and only screens out those who have no literacy skills in their own native language. These LEP adults are referred to the general ESL programs at the community college. SER would like to but is unable to serve those LEP adults defined as most in need of training. They have multiple barriers to employment including poor English proficiency, questions of residency, poor or no occupational skills, and no work record. According to

respondents from CBOs in the southern part of the county, the demand for ESL related services provided by CBOs like SER has increased because: (1) successful employment in the county depends on English proficiency; (2) employers expectations have changed; (3) undocumented workers, who meet the amnesty criteria of the INS, can now use the services of these agencies; and (4) the California English-only initiative.

3. Department of Social Services

The Department of Social Services provides vocational programs for LEP adults through the county office and through GAIN. For the initial or pre-GAIN planning effort, Orange County received $5.7 million for education, training, and support services. Through GAIN, the social services office operates a central intake and assessment process. Based on these assessments, individual LEP AFDC clients are referred to several different types of ESL providers, e.g., local mutual assistance agencies (MAAs), community colleges, CBOs and adult education learning centers. These local programs provide basic skills and ESL training to these AFDC clients.

Prior to the implementation of GAIN, most of the agencies that provided vocational and basic skills for AFDC clients for the county social services program completed their own assessments. However, GAIN requires that the social services staff completes the ESL and basic skills assessments and prescribes the type and level of training needed. According to the Orange County social services staff, most AFDC clients are employable from a regulatory point of view. However, from a social perspective, most AFDC clients, especially those who are LEP, are unemployable because of limited skills, lack of good work habits and poor motivation.

GAIN provides the central intake point for all refugees and potential LEP adults. GAIN is promoting an instructional model that provides concurrent participation in ESL and occupational skill training. While it was not the original intent of the legislation, it was decided that clients with major strengths in one area and very low skills in the other could benefit from

this model. GAIN and current refugee service components are being merged. The three primary program components (shown in Table 11 on the next page) are provided by those organizations.

Job search, placement and followup are crucial and highly evident parts of the training programs for LEP adults in the county. These components are essential services provided by the various refugee resettlement agencies. For instance, Catholic Charities operates a Targeted Assistance Programs for the Department of Social Services. In this program, refugees receive three types of services for up to 90 days. The first involves ESL and/or VESL in a classroom setting. Instruction is provided by volunteer teachers in groups of ten students for six hours per day, five days a week for four weeks. Instruction is in English and supplemented by native language speaking aides. The second component is job search and placement, which typically takes three to four weeks. The third component includes services that promote job retention and provide followup counseling. Followup occurs in 30, 60 and 90 day periods. In this process, considerable networking and program coordination occurs between the funding agencies, service providers, advocacy organizations, and the local employers.

4. JTPA Program

There are four SDAs which operate in Orange County. The City of Anaheim operates the primary SDA for Orange County with about $1.3 million in JTPA funds. There is a SDA for the City of Garden Grove, one for the municipal areas around La Habra, and another for the remainder of the County. These JTPA programs estimate the per participant unit cost for training to be $1448 with a placement rate of about 85%.

The JTPA program employs two general approaches for delivering vocational training and services to LEP adults. First, about 40% of its services are delivered by local contractors including a classroom instruction in basic skills, VESL and "shop-floor" training in selected occupational skill areas. Most of the 8% funds are devoted to purchasing these services. The balance of the JTPA services are delivered directly by the SDA using an OJT approach. This model provides, on average, about three months of training at a unit cost of $2,400.

TABLE 11
OVERVIEW OF LEP SERVICES PROVIDED BY REFUGEE CBO'S

Component	Provider/ Contact Person	Location	Goals(12mos.)	Language Capacity	Language Level	Program Description
ESL - English as a Second Language	The Cambodian Family	1111 Wakeham Santa Ana, CA 92705	Service-119	Vietnamese, Cambodian French, Spanish, Hebrew, Arabic, German and Lao	0-4	Provide ESL classes for Pre-literate and Survival levels. Provide night classes in ESL. (on volunteer basis)
	St. Anselms	13091 Galway Gardon Grove CA 92644	Service: 110-Preliterate 390-Survival	Vietnamese, Cambodian, and Romanian	0-4	Provide ESL classes for Pre-literate and Survival levels.
	Lao Family Community	1140 S. Bristol Santa Ana	Service: 160	Vietnamese, Cambodian, Lao, Hmong, and Eastern Europe	0-4	Provide ESL classes for Pre-literate and Survival levels.
Employment Services	The Cambodian Family	1111 Wakeham #E Santa Ana, CA 92705	Service: 204	Vietnamese, Cambodian, French, Spanish, Hebrew, Arabic, German and Lao	Any but prefer 3 & above	Provides workshops on job skills. Places clients directly into jobs.
	Refugee Job Center	2110 E. First # 115 Santa Ana, CA 92705 1784 W. Lincoln # B Anaheim, CA 92801	Service: 900	Vietnamese, Cambodian, Lao, Hmong, Eastern Europe and Middle Eastern	Any	Provides Pre-employment services to clients.
Vocational Training	Lao Family Community	1140 S. Bristol Santa Ana, CA 92704		Lao, Vietnamese, and Cambodian	2 and above	Provides Vocational training in Electronic Assembly.
	Vietnamese Community	3701 W. McFadden #L Santa Ana, CA 92704	Service: 120	Vietnamese, Cambodian, and Lao	3-4	Provide Vocational training in Quality Control.

In both the contractor and JTPA direct delivery approaches, LEP adults are assessed and either referred to VESL or to general ESL to qualify them for vocational skill training slots. Once they have enough English proficiency to benefit from occupational training, they are referred to skill training or placed in an OJT slot. In some cases, LEP adults are placed in jobs in which they only need to speak their native language. JTPA respondents said they prefer that assessments are conducted by the organization providing the training.

5. Community-Based Organizations

Orange County has many CBOs as well as a rather diverse collection of private, non-profit refugee resettlement organizations that serve LEP adults and their families. For instance, SER - JOBS FOR PROGRESS serves as a training satellite center for Rancho de Santiago Community College. In addition, SER serves as a contractor for the JTPA program and project GAIN. In addition to SER the following agencies serve LEP adults: voluntary agencies such as Catholic Charities Job Center, Church World Service, Hebrew International Aid Society, International Rescue Committee, Lutheran Immigration and Refugee Services, and the Tolstoy Foundation; MAAs such as LAO Family Community, Vietnamese Community of Orange County, Cambodian Family Center, etc.; and other private contractors including St. Anselm's Immigrant/Refugee program, United Community Resource Service, and UAW-LETC.

All of these organizations deliver intake and assessment services, vocational training, job placement, and related support services to the LEP adult population of Orange County.

C. Planning and Coordination

There is extensive coordination among agencies providing vocational services for LEP adults. However, there is no formal mechanism for doing so. Coordination seems to exist primarily because of program and service-delivery linkages built into the program structure, funding patterns, and general models for delivering services. The high schools, the ROP, and community colleges

have articulation agreements that facilitate crossing credits from one level to the other as required. All five high school districts, for instance, give credit for vocational classes taken at the ROP. Little evidence is available to indicate whether LEP adults or at-risk youth benefit from this agreement. LEP adults do benefit from the articulation arrangement between SER and Rancho de Santiago Community College, in which college credit can be given for training at SER.

Some respondents describe close working relationships between their training program and employers. At the request of a hotel, one provider worked with several major hotels to develop on-site job-specific oral English training sessions for LEP adults.

As discussed previously, funding patterns create the opportunity for various agencies to work together. The ROP and community colleges receive cross-funding from all the major funding sources, e.g., JTPA, SDE, ORR, and GAIN. The implementation of GAIN furthered the need for the social services staff to work closely with most of the service providers operating in the county. One respondent indicated that since GAIN makes direct referrals for training, the staff must get to know and be able to work effectively with all their providers. This is done on an individual program by program basis and not through any formal or structured process.

Most respondents believe that local coordination occurs because of funding patterns and the flow of resources, and that funding agencies must be prepared to support coordinated program models if they indeed expect coordination to occur in any significant and on-going basis.

D. Additional Service Needs

Some of the JTPA funds for "classroom training" have been reduced and directed toward OJT and other program costs. Several respondents expressed concern with this approach. As discussed in some detail already, a variety of approaches are used to recruit, assess, and refer adults for specific training slots. As one respondent put it, there is unnecessary cost in time and funds for *a*

service provider to recruit a LEP adult, refer that person to the funding agency for assessment, and then have the agency refer the person to some other training provider for instruction. These CBO respondents suggest that LEP adults would benefit from a single-stop, comprehensive intake and assessment process.

Given the scope and density of this urban county, access to the major community college campus-based occupational training is needed. Administrators at the community colleges also believe they need to offer a more comprehensive array of services for LEP adults, especially those who are "most in need." One Community College Dean proposed changing the JTPA standards so that they are rewarded for serving LEP adults who are "most in need."

Finally, a respondent involved in a county-wide language and assessment center indicated that three elements are missing from the vocational program for LEP adults in the county. There is a need for support services, more long-term occupational training, and a need for program models that provide ESL, basic skills, and occupational training on a concurrent basis.

V. MERCED, CALIFORNIA

The City of Merced is located in Merced County, about 100 miles south of Sacramento in the central San Joaquin Valley. The county is primarily a rural area.

A. The LEP Population

Merced County contains high concentrations of migrant/seasonal farmworkers, many of whom were born in Mexico, as well as several thousand southeast Asian refugees. Both groups include large numbers of school drop-outs, and single and teenage parents.

Merced is a major permanent residence and settling out place for Hispanic farmworkers. Merced County contained 1,950 regular farmworkers and 4,910 seasonal farmworkers in 1981. Most live below the federal poverty level, averaging an income of $5,500 for a family of four.[10/] Farmworkers in this area average a seventh grade education and more than 75% have little or no English speaking abilities. Thousands are applying for permanent residency under the recently passed amnesty act.

Secondary migration of approximately 9,000 southeast Asian refugees has also affected Merced County. Ninety-eight percent of these refugees are Hmong from Laos. As of 1984, 70% were in the U.S. 37 months or more and many continue to have adjustment problems. Half have no education at all, coming from a preliterate society that had no written language until 30 years ago. Their farming practices are completely different from those used in California.

The 1980 Census data presented in Table 12 on the following page illustrates the concentration of Mexican origin and Spanish speaking persons in Merced County. The large influx of Hmongs, however, are not represented in the data since they arrived after the 1980 Census was taken. In addition, significant

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10/ The Central Valley Opportunity Center, 1984 Annual Report.

numbers of Armenians are also starting to arrive in the community. Hispanic and Hmong populations are having employment problems due to their limited English proficiency, lack of marketable skills, and poor economic conditions in the county. Refugees make up 8% of the population in Merced, but account for about 30% of the AFDC caseload.

TABLE 12

SELECTED POPULATION DATA FOR MERCED COUNTY, CALIFORNIA:
1980 CENSUS

Characteristic	Merced County
Total population	134,560
Percentage who speak a language other than English at home	26.5
Percentage foreign born	13.8
Percentage naturalized citizens	4.0
Percentage not citizens	9.8
Percentage Spanish origin	25.3
Percentage Mexican origin	22.6
Percentage Asian/Pacific Island origin	2.1
Percentage who speak Spanish at home	18.6

B. The Economy

Merced is the sixth poorest county in California based on per capita income and is one of the counties with the highest percentage of persons on welfare. Almost 65% of the county's budget is from state and federal sources and 13% comes from local property taxes. The 1980 Census data indicate that the labor force participation rate for Merced was 62.9% compared to the state's 64.3%.

The median household income ($14,665) was below the state average ($18,243). Furthermore, the percentages of persons and families living in poverty (14.7% and 11.9%) was higher than the statewide average (11.4% and 8.7%). The county has had double digit unemployment for the last four years with considerable fluctuation due to seasonal farmwork. In February 1987, the unemployment rate was 17%. The annual rate was close to 14%, more than twice the state and national average.

Since the most important industry in Merced is agriculture and businesses related to it, the area has been severely affected by the general nationwide downtown in agriculture in the last few years. About one-third of the persons employed in Merced are affected by this single industry. Beside agricultural production, other agriculture-related businesses include agricultural equipment manufacturers, implement and farm equipment dealers, and other agricultural suppliers. Thus, the county must address the dual problems of job creation and job training.

The elected officials and service providers in the community are overwhelmed by the number of unskilled LEP persons, the decline in the number of unskilled jobs, and the limitation of resources. They work cooperatively with each other and with the leaders of the Hispanic and Hmong communities in an effort to improve the situation. There is some antagonism, however, between the Hispanics and Hmongs who must compete for low income housing, jobs, and services. The Mexican-origin farmworkers have had a presence in the area that spans decades, whereas the Hmongs are recent arrivals who come from a very different culture.

C. Organizations Providing Services

The following organizations provide services for adults and out-of-school youth. Funding comes from several sources, as noted

1. Merced Community College

Merced Community College has an array of credit and degree granting programs that are typical of many community colleges in California. LEP adults have

access to these programs once they have reached a certain level of English proficiency. In addition, the college offers a variety of short-term, non-credit courses.

The Developmental Studies program provides ESL and basic skills training. Both credit and non-credit ESL are provided, but the non-credit ESL program is the largest. It serves both sexes and all ages. Classes are provided at a variety of times in several locations spread throughout the community for easy access. Most people can walk to class. Some classes are four hours a day, others are three hours a night, three nights a week, but there are more day students. GAIN students are eligible for transportation and child care. About two-thirds of the ninety GAIN students in the program during Spring 1988 were LEP, mostly Hmong. There are more Hispanic students in the basic skills programs. A six level test that was developed in-house is used to measure English proficiency.

Most of the employment training is for six to eight months and completion is competency based. Upon completion, students are given referrals for employment. Since most of the employment training program is funded by JTPA, the college works closely with the PIC and SDA in course development. The major employers with whom they have been working are in agriculture, light manufacturing, trucking, agricultural related businesses, support services businesses, county and city government, and officials from the military base in Merced.

Special job training programs have also been conducted for refugees. Training has been provided in auto mechanics and home construction. The community college has also provided community crisis assistance, legal aid, and VESL training for the refugees.

In 1987-1988, Merced was allocated $311,328 Perkins funds, including carryover funds, as follows: 67.3% Title II, Part A, 31.2% Title II, Part B, 1.5% Title III, Part B. The Title II, Part A funds are distributed by formula. LEP students were specifically allotted $16,395 of these funds, but they also receive services under such categories as disadvantaged students, adults needing training, and single parents. Another major

funding source is JTPA. The community college works with the PIC and covers the entire SDA. Limited English proficient adults are only served under this program after they reach a certain level of English proficiency. ESL and other services are provided by funds from GAIN and state and district funds.

2. Refugee Services

The goals of the Refugee Services in Merced are employment and training. The majority of the persons served by this agency are limited English proficient. Language services are provided with an emphasis on survival English, to help individuals to get and keep a job. Services are contracted out, for example, to adult education, the community college, and JTPA. The major source of funding is the federal Refugee Services Program.

By June 30, 1988, Refugee Services will be incorporated into the GAIN program. All of the assessment, ESL, and employment training will be provided for refugees through the GAIN infrastructure. ESL, employment training, and some support services will be contracted out by GAIN. GAIN will provide assessment, referral, and oversight. The refugees will be the only population served by GAIN who are not on AFDC.

3. Laos Family

This CBO provides a three week training course in VESL and helps refugees find jobs. It is funded mostly by Refugee Services and serves only LEP adults. By October 1987, a total of 58 refugees had gone through the program. Twenty-seven were placed directly, and 18 were in OJT programs. The center has not coordinated with GAIN or JTPA, but it hopes to in the future.

4. Hmong Women's Group

This program provides pre-employment training for Hmong women and is funded by Perkins Act Single Parent/Homemaker funds. Most Hmong women speak little

or no English and are not literate in their own language. They tend to interact predominantly in their own ethnic community rather than venture into the larger community.

Additionally, many lack knowledge about the world of work and the social system. They need assistance in learning to survive economically in an industrialized society. This program teaches them more about our culture and opportunities available for them.

5. Central Valley Opportunity Center

La Cooperativa Campesina de California is a Sacramento-based statewide association of migrant and seasonal farmworker organizations. It is an umbrella group for four private, non-profit organizations, one of which is the Central Valley Opportunity Center in Merced (CVOC). CVOC mainly serves migrant and seasonal farm workers, many of whom are LEP adults.

CVOC has several funding sources, including U.S. Department of Labor, JTPA 402 Migrant Seasonal Farm Worker; U.S. Department of Health and Human Services, Vocational and Academic Training Program; State Department of Economic Opportunity; U.S. Department of Education, High School Equivalency Program (HEP); Merced and Stanislaus County Refugee Services, Refugee Vocational Training Projects; and four Private Industry Council (PIC) projects. In 1986, CVOC was named a Qualified Designated Entity (QDE) under the Immigration Reform and Control Act (IRCA), which is the legislation for the anmesty program.

Some of the skills training that the Center provides are: data entry, welding/production maintenance, farm equipment operator, weatherization, general business, janitorial maintenance, cashier, automotive service and repair, printing, and video training/production.

Several other employment related services are provided. These include job search/preparedness skills, on-the-job training, direct job placement, customized employer services, vocational experience, and ESL. Some training is bilingual and peer counseling is used informally as needed.

The needs of students are assessed upon entry to CVOC programs. Most of the training is competency-based, certified postsecondary instruction. The JTPA Summer Youth Projects are half vocational training and half academic education and are designed to bring the youths' grades up so they can graduate.

Under the IRCA program, CVOC is providing services to persons applying for legal residency under the amnesty portion of the act. This requires extensive paperwork, assistance with applications for green cards, and often some citizenship, ESL, and basic skills training.

6. Private Industry Training Council (PITC)

JTPA is a major source of funds for job training in Merced. The program contracts with several organizations in Merced to provide this training. These include CVOC and the community college. The PITC provides assessment, OJT, skills training, employment referral, and referral as needed for ABE, ESL, and GED. Applicants go through three days of testing and staff decide what they need. Several staff members are bilingual, mostly in Spanish and English, because the southeast Asians tend to gravitate toward Refugee Services.

The PITC has an extensive program for high risk youth. Some of these youth are in school and others have dropped out. They include offenders, teenage parents, and truants. They often need pre-employment training and have no concept of work, but want to work rather than go to school. About one-third are LEP. Others speak some English, but mostly slang.

Another project targets 18-21 year old handicapped youth, many of whom are LEP. Most are school drop-outs. They are hard to assess, train, and place. These people have various handicaps such as physical handicaps (including blindness), learning disabilities, and emotional problems. There appear to be a disproportionately larger number from disadvantaged homes. This may be due, in part, to inadequate prenatal and postnatal care, and poor health care and nutritional deficiencies starting in infancy. The staff has problems sorting out their specific needs in terms of their limited-English proficiency, basic skills, and handicaps.

7. Merced Adult School

The adult education program in Merced is small due to a cap put on the program by the state. The program is supported by adult education, GAIN, and JTPA funds. The state mandates that they offer office occupation courses. Courses that are not subsidized are fee-based. Most of their clientele are refugees, except in office occupations. The program provides ESL, ABE, and GED under contract with JTPA and GAIN.

8. Merced County Schools

The school district primarily serves grades K-12. There is one program that serves some LEP out-of-school single parents and another program that is being the planned to serve out-of-school children of migrant farmworkers, many of whom are LEP.

The single parent program targets teenage out-of-school females who do not qualify for AFDC, JTPA, or refugee services but are in need of employment training. The program had $6,800 in Perkins funds and $9,000 in Merced Union High School District funds in 1987-88. Most of the latter funds were used for transportation and child care. Because of a relatively high rate of teen pregnancy and limited funds, the program has a waiting list. The LEP teenage mothers are Hispanic and southeast Asian, mostly Hmong.

As a start-up activity, the migrant education program working through the public school system is just beginning to identify school drop-outs up to the age of 21. These people will be referred to other programs for education and training. The staff are beginning to form linkages with CBOs, adult education, and JTPA.

9. Dos Palos High School

This high school is located in an agricultural area with a large number of Hispanic LEP farmworkers, and is about 30 miles from the City of Merced. The school utilizes adult education, GAIN, and IRCA funds for ESL, ABE, and

GED, and JTPA and GAIN funds for employment training. Thirty hours of classroom work in ESL and government were provided for persons applying for amnesty. The school received $500 for each person under IRCA for these services.

The school offers several employment training courses including meat cutting, retail sales, office occupations, landscaping, and janitorial maintenance. But students must have a certain level of English proficiency before they can take the classes.

Even though the school has a large facility, it is underutilized by the large LEP population. Some of this is due to lack of interest, but the administration feels that a large percentage of the LEP farm worker population does not know about the services. They do not have funds for outreach, and feel the need for a community liaison staff member or counselor.

10. Greater Avenues for Independence (GAIN)

The GAIN program is just beginning in Merced. It is funded primarily by federal, state, and local public assistance funds. At the local level, GAIN staff negotiate for a certain number of slots from other programs in the community, such as JTPA. The program's clientele are only AFDC recipients, many of whom are refugees and teenage mothers.

As the employment training services arm of the welfare department, AFDC recipients who register with GAIN are assessed to determine their needs and are referred to educational and employment programs based on those needs. An estimated three-quarters of the people they serve are Mexican and southeast Asian origin who are limited English proficient. Some case managers are bilingual in English and Spanish and one speaks the Hmong language. Most, however, are not bilingual. The GAIN forms are in English and Spanish only.

D. Planning and Coordination

The major problem in Merced is that there are not enough jobs for the overall population, and there are too many unemployed, unskilled people. Many of the unemployed are limited English proficient who also lack basic skills in their native languages. The school district has a high percentage of minority students who have a high drop-out rate. This results in fewer students and, thus, lost funds from the state.

Merced has comparatively good coordination of employment training services for limited English speaking adults and out-of-school youth. There could probably be some improvements if there were a lead agency in the community. The current planning and coordination that takes place is mostly driven by the type of funding that is required to operate the programs serving the population. For example, GAIN, Refugee Services, and JTPA coordinate with each other and with CBOs, the community college, and other educational institutions in the process of providing services and referring clients.

The elected officials and community leaders seem to be an integral part of the planning and coordination process. The county government has recently created the Merced County Office of Economic and Strategic Development and hired a full-time Economic Development Program Director. A diverse public and private economic development task force was appointed and charged with the development of local economic development strategies and projects.

E. Additional Service Needs

One of the needs most often mentioned by respondents was for trained teachers and counselors. Bilingual teachers are needed at all levels; other teachers need training in how to better understand and teach students from other cultures. Trained professionals are needed to assess the special problems of LEP persons, particularly those with handicaps and learning disabilities. Finally, outreach workers and counselors are needed in the outlying migrant farmworker communities to get people into existing occupational training programs and to help keep them in those programs until their training is completed.

ESL and VESL classes need to be more readily available. Some are filled to capacity and have waiting lists. Additionally, an approach is needed to teach ESL to illiterate people. According to one educated respondent, the illiterate people from his ethnic community do not have a logic system similar to that of literate people. As a result, traditional procedures used to teach English do not work for these people.

The educated people in the LEP communities are not utilized to their fullest potential because of state education credentialing requirements. They can be used as teachers' aides; but the pay is so low, few want these positions. Some strategies should be developed to use the talents of these people, especially in building linkages to the ethnic communities and as teachers.

JTPA, a primary provider of employment training, typically does not serve LEP adults well. One reason may be that many LEP adults need long-term support services. Often ABE, ESL, and training need to be continued during early employment. The need for long term, multiple services is not compatible with JTPA's performance-based approach.

VOCATIONAL TRAINING FOR LEP ADULTS IN FLORIDA

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VOCATIONAL TRAINING FOR LEP ADULTS IN FLORIDA

I. INTRODUCTION

According to the 1980 Census, Florida's population of about 10 million people included 13.2% who spoke a language other than English at home (see Table 1). A total of 8.4% of people over 18 years spoke Spanish at home. About 9% of the state's population was of Spanish origin, with 4.8% Cuban. The most significant concentration of Hispanics is found in South Florida, mostly in Dade County.

As shown in Table 2, the median household and family incomes in 1979 for the Spanish origin population were only slightly lower than those for the total population in Florida. However, larger differences occur in the percentages of families and persons living below the poverty level. The 1980 Census showed that 14.9% of Spanish origin families lived below the poverty level, compared to 9.9% of all families; similarly, 17.9% of Spanish origin individuals lived below the poverty level, compared to 13.5 % of all individuals in the state. Further, the percentage of individuals who are high school graduates is 66.7% for the total population, compared to 54.2% for individuals of Spanish origin.

Table 3 shows 1987 employment data from the Bureau of Labor Statistics. The unemployment rate for whites in Florida was 4.4%, while the rate for Hispanics was 6.0%. No data were available for the LEP population. There is a need for vocational training and related employment services for the LEP population in Florida, especially for the new wave of Cubans which arrived in South Florida in the past few years, and recent immigrants from Central American countries. Data from the 1990 Census should provide valuable new information concerning the composition of this population in Florida.

TABLE 1

SELECTED POPULATION DATA FOR FLORIDA: 1980 CENSUS

Total Population	9,746,324
Percentage who speak a language other than English at home	13.2
Percentage foreign born	10.9
Percentage naturalized citizens	5.8
Percentage not citizens	5.0
Percentage Spanish origin	8.8
Percentage Cuban origin	4.8
Percentage (over 18) who speak Spanish at home	8.4

TABLE 2

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE
THE SPANISH ORIGIN AND TOTAL POPULATION IN FLORIDA
1980 CENSUS

	Spanish Origin Population	Total Population
Number	858,105	9,746,324
Percentage of total population	8.8	100.0
Median age (years)	32.4	34.7
Median household income in 1979	$14,306	$14,675
Median family income in 1979	$16,175	$17,280
Percentage of families below poverty	14.9	9.9
Percentage of persons below poverty	17.9	13.5
Percentage of ages 25 and over who are high school graduates	54.2	66.7
Percentage of ages 16-64 with a work disability	6.6	9.9
Percentage of persons under 18 living with both parents	74.9	71.5
Mean number of children ever born	1.25	1.28
Percentage female households, no husband present, with children under 18 years	7.8	7.8

TABLE 3

SELECTED EMPLOYMENT DATA FOR THE STATE OF FLORIDA
BY RACE AND SPANISH ORIGIN: 1987 ANNUAL AVERAGES
(in thousands)

Population Group	Civilian Non-Institutional Population*	Civilian Labor Force		Employment		Unemployment	
		Number	Percentage of Population	Number	Percentage of Population	Number	Rate
Total	9,430	5,870	62.3	5,558	58.9	312	5.3
White	8,098	4,975	61.4	4,754	58.7	221	4.4
Black	1,223	824	67.3	735	60.1	88	10.7
Hispanic	1,078	738	68.5	694	64.4	44	6.0

Source: BLS unpublished data

*16 years and above

II. STATE POLICY REGARDING LEP ADULTS

In Florida LEP adults are recognized as one of several groups which require special vocational and employment-related training services. However, they are not singled out at the state level as a priority over other disadvantaged groups. The issue of providing special services for LEP adult does not appear to be a statewide concern. Rather, it is thought of as a local issue in South Florida. There is no targeted state funding for vocational services for LEP adults, nor are there any special legislation or programs designed to serve this group.

Federal funds udner the Perkins disadvantaged set-aside is available to provide supplemental services to the LEP adult population. The State Department of Education distributes the set-aside funds to local school districts, vocational-technical centers, and community colleges. Decisions concerning training needs relative to various disadvantaged groups and the extent to which Perkins funds are used for services to LEP adults are made at the local level.

Local school districts, vocational-technical centers and community colleges submit applications for funding to the state education agency. Funds are distributed, as prescribed under the Perkins legislation, according to the number of LEP students previously served. The state education agency, according to respondents, encourages local jurisdictions to provide services to LEP adults and provides guidance and technical assistance on how the funds can be used. Local programs are visited every other year for monitoring and evaluation purposes to ensure that appropriate services are in fact being provided. All in all, however, local education agencies and individual community colleges make their own decisions concerning how to divide the Perkins disadvantaged funds among the various special needs groups. Thus, the extent of services provided to LEP adults is decided at the local, not at the state level.

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. State Education Department

No single model of vocational training for LEP adults is advocated by the Florida Department of Education. According to respondents, however, the most prevalent model for serving LEP adults in Florida is enrollment in ESL classes, followed by mainstreaming in regular vocational classes. While in the regular vocational classes, special help is made available through the Individualized Manpower Training System (IMTS) and in some cases through special tutors.

The IMTS has been implemented state-wide to provide remedial help to improve the basic skills of vocational students, and to help them succeed in vocational programs. The system can be very helpful to LEP adults who lack proficiency in reading, writing, and computational skills. The system provides individualized instructional modules through which one can proceed at his/her own pace.

The Bureau of Adult and Community Education within the Division of Vocational, Adult, and Community Education of the Department of Education administers the adult basic education (ABE) program in Florida. An ESOL (English to Speakers of Other Languages) program which targets the limited English proficient adult and out-of-school youth population is part of this ABE program. The ESOL program emphasizes basic communication and survival skills in English and also employability skills such as looking for a job, filling out a job application, and interviewing skills and behaviors. The program served over 88,000 participants in FY 85-86. Perkins funds are not used; the programs are operated with federal adult education funds. Respondents stated that there is little coordination between the ESOL and vocational education at the state level. It was indicated that better coordination would help targeting of services and placement of ESOL completers into vocational programs.

B. Job Training Partnership Act (JTPA) Program

Special vocational and English language training targeted at LEP adults is a low priority statewide for the JTPA program. Respondents stated that most LEP persons in Florida are Spanish speakers who reside in Dade County. It was indicated that one does not need to speak English to obtain a job in that area, and the people coming to JTPA for jobs in Dade area are not looking for English language training. In Dade, many JTPA offices have staff who speak Spanish; training is available in Spanish, and on-the-job training in Spanish-speaking employment situations is frequently utilized.

JTPA officials consider the program to be an employment training program, not an educational program. Thus, the teaching of English is only important if it is needed for employment. If English is needed, referrals are made to ESL programs operated by other agencies, with JTPA paying for transportation, child care, and related services. Otherwise, no special vocational training services are available for LEP adults.

C. State Department of Corrections

Of the 36 state institutions operated by the State Department of Corrections, 26 have vocational programs. Approximately 10% of the 32,000 inmate population are enrolled in vocational programs. Almost half a million dollars in Perkins money was obtained in FY 86-87 to operate these programs. This money mainly pays for equipment, books, and audio-visual materials. Each individual institution prioritizes its own need for the Perkins funds and fills out a grant application. The applications are sent via the Department of Corrections to the State Education Department.

Very few accommodations are made for LEP adults in these vocational programs and there is no overall policy to provide special services. It was stated that the LEP population is scattered throughout the correctional system, with no large numbers in any one institution. LEP inmates attend regular vocational programs. Peer tutoring by bilingual inmates is used to help the LEP population.

It was stated that, since staff salaries in the prison system are low, recruitment of bilingual vocational instructors who meet the teaching certification requirements is very difficult. No ESL classes are offered within the vocational curriculum, but all prisons have academic education programs where instruction in basic skills is available.

D. Additional Service Needs

One respondent said that although the state has not made a major commitment towards serving LEP adults, the needs of this group deserve more attention. She suggested that the state adopt a flexible statewide training model which would include (1) assessment of English language, vocational, and basic skills; (2) a variety of training methodologies; (3) an evaluation component to assess program outcomes; (4) teacher training; and (5) support services including transportation, child care, and help with access to other social services. This administrator also suggested that the U.S. Department of Education mandate greater coordination among state agencies in servicing special population groups, require a uniform definition of limited-English proficiency across agencies, and set-aside a specific amount or percentage of money to serve the LEP population.

Respondents also indicated that there was a need for trained tutors and bilingual teacher aides for vocational classrooms. Interestingly, respondents indicated that no advocacy groups at the state level are lobbying for greater attention to the LEP population.

The next sections of this case study discuss vocational services to LEP adults in two local jurisdictions: a large metropolitan area (Dade County), and a small locality (Bay County).

IV. DADE COUNTY, FLORIDA

A. LEP Adult Population

Metropolitan Dade County has a very extensive language-minority population. It is best known for its very large Cuban community, but it also contains large numbers of persons from other countries in the Latin American/Caribbean region. The largest non-Hispanic group comes from Haiti.

The latest census data (1980) concerning language-minority people are summarized in Table 4. Some respondents believed that there was a major undercount of language-minority persons in the census due to poor methodology and distrust of government agencies. There have also been major influxes of language-minority people since the census, especially the Mariel boatlift which occurred soon after the census. One respondent from a city in Dade County said that his city had tried to do its own census, but was frustrated by noncooperation and underreporting by distrustful residents. Thus, no one who was interviewed felt comfortable in estimating the size of the language-minority population, although one respondent felt that it might be double the official 1980 figures.

Respondents were also unwilling to estimate the percentage of the language-minority adult population which is limited English proficient. There are sections of Dade County where Spanish is the dominant language, and where English is not required for commerce or employment. One respondent at the community college estimated, however, that half of the adult Hispanic population seeking vocational training have limited proficiency in English.

TABLE 4

1980 CENSUS DATA: METROPOLITAN DADE COUNTY

Total population	3,005,078
Percentage who speak a language other than English at home	43.1%
Percentage foreign born	35.8%
Percentage naturalized citizens	15.3%
Percentage not citizens	20.2%
Percentage Spanish origin	35.7%
Percentage Cuban origin	25.0%
Percentage Puerto Rican origin	2.8%
Percentage Mexican origin	0.8%
Percentage other than Spanish origin	7.1%

The economic conditions in Metropolitan Dade County vary widely. According to the 1980 census, labor force participation was generally high (72.6% for males, 51.0% for females, in comparison to 67.0% and 45.8% statewide). Unemployment (5.0%) was below the state average (5.1%), and median household income ($15,540) was above the state average ($14,675). On the other hand the percentages of persons and families in poverty (15.0% and 11.9%) were considerably higher than statewide averages (13.5% and 9.9%). The economic conditions for Spanish origin adults in Metropolitan Dade was somewhat poorer than these averages. The 1980 unemployment rate for those of Spanish origin was 5.7%.

More recent estimates of economic conditions in Dade County show a somewhat less positive picture. The 1986 annual unemployment average in the Miami-Hialeah Metropolitan Statistical Area (using Current Population Survey figures from the Census Bureau) was 6.9% in comparison to a statewide average of 5.3%. For persons of Spanish origin, the unemployment average in the Miami-Hialiah Metropolitan Statistical Area was 7.4%, in comparison to a statewide Spanish-origin average of 6.0%.

Those interviewed suggested a similar picture of the present economic conditions in Dade County. There are areas of major economic development and opportunity in the county, but also areas with few economic opportunities. The Hispanic community is perceived to be generally in the economic mainstream, achieving more economically than those in the black community.

Because of the size of the Hispanic population in Metropolitan Dade County, a number of those interviewed suggested that their needs were not "special." Some Hispanic adults do not need to learn English in order to function effectively in their community, and for those that do, there are already extensive service mechanisms. Smaller groups such as Haitians, however, are more in need of special language-related services.

One additional subgroup of LEP adults was identified as requiring special efforts in vocational services. These are the adults who are illiterate both in their native language and in English. The development of a model which combines basic skills instruction, instruction in English-as-a-second-language, and instruction in specific vocational skills was suggested for such people.

The relationships between the language-minority populations and the English-speaking population in Dade County could be described as uneasy. There have been a number of English-only resolutions passed as policy in the county, yet some politicians in Hispanic areas have aggressively promoted the use of Spanish. Some tension has been created by the fact that some jobs (especially in the commercial sector) require Spanish language ability. Thus, attitudes towards services for limited-English-proficient adults depend very much on whether the respondent is or is not Hispanic.

B. Organizations Providing Services

The major providers of vocational training services in Dade County are the:

- Dade County Public Schools adult centers and vocational skills centers;
- Miami-Dade Community College;
- Private Industry Council of South Florida (recipient of JTPA and ORR funds) and their contractors; and
- Proprietary schools in the area (25-30 by one estimate).

Almost all of these organizations provide services to LEP adults, though there are few programs which focus only on LEP adults. Three programs which are focused specifically on LEP adults are the Cuban and Haitian Entrant Grant administered by the Private Industry Council, the Bilingual Institute for Business and Technology administered by Miami-Dade Community College, and the Vocational English-as-a-Second Language program also offered by the community college. Each of these programs is described below.

The recipients of Perkins Act funds in Dade County are the Dade County Public Schools and Miami-Dade Community College. In neither case are specific funds directed towards LEP adults, although given the nature of their adult enrollments, disadvantaged and other Perkins funds are used to support programs with LEP adult enrollments. In the school district, Perkins funds have gone for vocational equipment for a basic skills training laboratory, for occupational placement specialists, and for support services for single parent homemakers. At the community college, Perkins' money has supported the general vocational program, including equipment for vocational programs.

The Private Industry Council (PIC) of South Florida is the recipient of both JTPA funds and funds from the federal Office of Refugee Resettlement (ORR) through the Cuban and Haitian Entrant Grant. The PIC receives approximately $17.5 million total from JTPA, of which $10.5 million is directed to adult programs. The PIC also receives approximately $3.3 million from ORR. The Council serves approximately 6,000 adults and 4,500 youth under JTPA, and approximately 800 adults under ORR. Under JTPA, approximately 13% of the adults and 3% of youth are limited-English-proficient; under ORR, almost all of those served are LEP persons.

C. Vocational Training Programs

Dade County Public Schools (DCPS) offer extensive adult education programming in vocational education and English-as-a-second language. Approximately 80,000 adults per year take ESL classes, and 58,000 per year take vocational classes. Respondents in the district estimate that up to two-thirds of those in vocational classes may come from language-minority backgrounds, although there are no reliable data to support those estimates. The number of LEP adults in vocational classes and programs is also not known.

Although most DCPS adult vocational classes are offered in English, the district does a number of things to meet the special needs of language-minority people. In settings which are overwhelmingly Hispanic, local adult education directors and skill center directors are allowed to recruit bilingual instructors to teach at least partially in Spanish. LEP adults are also directed into ESL programs prior to and sometimes concurrently with vocational classes. Students having trouble with vocational classes due to language or other problems are directed to basic skills laboratories.

DCPS advertises its programs broadly, including in the Spanish media. All of those in vocational programs are tested within six weeks on the Test of Adult Basic Education (TABE). A variety of support services are available, including child care, transportation, and career counseling. A number of sites have occupational specialists who assist in job development and job placement.

Miami-Dade Community College (MDCC) also provides extensive vocational training and ESL programs. MDCC has approximately 25,000 course enrollments per year in ESL, and college officials estimate that there are 3,000 LEP adults enrolled in vocational programs across all campuses. Most vocational classes are offered completely in English, although a limited number of classes (especially in the business area) have bilingual instructors who may use some Spanish. Most students with limited English skills, however, are initially directed into ESL classes.

The college tests all incoming students using either the Multiple Assessment Programs and Services (MAPS) test for native English speakers, or a locally developed English placement test for non-native speakers. The college also has reading laboratories, career counseling, and placement offices to help students to reach career goals.

In addition to the general programs offered by the school district and the community college, there are three specific vocational programs directed toward LEP adults. They are the: (1) Cuban/Haitian Entrant Grant program; (2) the Bilingual Institute for Business and Technology; and (3) Vocational English as a Second Language.

1. Cuban/Haitian Entrant Grant

This grant serves new immigrants and is administered by the Private Industry Council of South Florida. The basic model used is on-the-job training (OJT), with specific support services. Community based organizations and other agencies serve as contractors for this program, which is supported by the federal Office of Refugee Resettlement.

Those people served in the Entrant Grant program receive basically the same services as those funded under JTPA. According to the Private Industry Council, 863 out of 2,296 (37.6%) receiving OJT in 1986-1987 were Hispanic, but the percentage of those who were LEP was not clearly defined.

Recruitment of trainees, development of OJT training positions, development of training objectives, monitoring, and follow-up (up to 90 days) are all responsibilities of the community based organizations which serve as contractors. The Private Industry Council performs intake assessment (basic skills, employability), provides one-third of total salary costs during training, and independently contracts for child care for trainees (which can be supported up to one month after permanent employment). Contractors are paid on a performance basis, with payments tied to initial placements and 30-day retention.

The content of the OJT is determined by the contractor and the employer. Because many jobs in the Miami area do not require English, training for Hispanics may be completely in Spanish. English-as-a-second-language instruction is not supported by the Private Industry Council. Contractors are required to monitor retention after 30 days, progress toward training objectives, and status after 90 days. In general, the training programs last from four to eight weeks, and involve entry-level positions.

The cost of the program in 1986-87 was $2,230 per placement, or $1,896 per client. The placement rate overall was 85%, and 78% for Hispanic clients.

2. Bilingual Institute for Business and Technology

This program is administered by Miami-Dade Community College and is run out of its Hialeah Center. It was developed three years ago by the Director for Business Programs and two other people. The dual goals are to provide specific business and technical skills and to provide a transition from Spanish to English instruction.

Programs are offered in seven areas: Accounting, Business Administration, Use and Applications of Microcomputers, Microcomputer Business and Programming Training, Office Receptionist Training, Bank Teller Training, and Electronic Technology. The bank teller training has been least successful, as most banks have preferred to do their own training. The programs include from 9 to 21 credits, and the courses are sequenced so that the use of English increases from 10% to 90% within two semesters (the remainder is provided in Spanish). Some students also enroll in English-as-a-second language classes as needed.

Except for the special focus on language use and some additional out-of-class help, this program makes use of general community college resources. Recruitment is through radio, television, newspapers, and circulars, as well as outreach in the Hialeah community. Intake includes testing using the state developed Multiple Assessment Programs and Services (MAPS) or the locally developed English Placement Test (EPT). Basic college services include academic advisement, career counseling, special reading laboratories, and job placement assistance.

3. Vocational English as a Second Language

This program is administered by the Miami-Dade Community College. It has been in operation for approximately one month, and has enrolled 200 students on three campuses.

The goal of the program is to provide people with previous vocational experience an opportunity to learn English related to their vocations. English language materials are related to specific vocational fields, though vocational training is not part of the program. There are two options: (a)

a full-time (30 hours/week) program which lasts for six months; or (b) a half-time program which lasts for a year. The course is not for college credit, but students are eligible for Pell Grants to support their studies.

As with the Bilingual Institute, the general support services of the community college are available (assessment, advisement, career counseling, reading laboratories, and placement).

D. Planning and Coordination

There is considerable coordination among agencies providing vocational training in Dade County. One key coordinating mechanism is the South Florida Employment and Training Consortium. Most of the providers are members of the Consortium, which does planning and provides inputs into training design.

There is also coordination among agencies on specific issues. The local school system and the community college meet monthly to discuss joint service issues in vocational training. They also use each other's facilities, and have developed a series of articulation agreements in which school district courses in vocational education can be translated into community college credits. The school system has also worked with the Private Industry Council, the Job Service of Florida, JTPA, the Office of Vocational Rehabilitation, and the county government to develop special programs.

Few of the planning and coordination efforts are specifically directed toward LEP adults, however. Although those interviewed agreed that LEP adults had special needs, those needs were largely left to be addressed by individual agencies and specific service sites. Although it was never explicitly stated, there seemed to be an attitude that high-visibility county-wide planning of vocational services for LEP adults would be politically difficult.

Respondents differed on how effective the general planning and coordination of vocational training had been. Respondents in the school district and Private Industry Council were generally positive about the coordination, while respondents in the community college and one local mayor's office generally believed that the coordination was inadequate.

Because such a large percentage of the population of Dade County is language-minority, almost all providers of vocational services deal with LEP adults. Surprisingly, however, there are few formal policies or regulations in local agencies for serving LEP adults. In the school district, there was an explicit policy to "serve all people", although this appears to translate into considerable antonomy at specific schools or vocational centers to hire staff and offer programs as needed by the community.

E. Additional Service Needs

When respondents were asked about gaps in vocational training programs for LEP adults, there were two basic categories of responses. The first was to point to the large number of existing programs, and to suggest that marketing and recruitment were the major issues. The second type of response was to speak of expanding areas of the Dade County economy, and to say that training in these expanding areas was needed.

A number of respondents believed that existing vocational programs needed to be better known in the community, especially by LEP adults. There was frustration that programs offered by the school district and community college were having trouble finding students, while proprietary schools were enrolling large numbers of students. Although there were a few criticisms of the school district and community college programs for their outdated equipment and weak job development, the major concern was that these programs were not being promoted well to the public. There was some question about the extent to which "entrepreneurial zeal" could be developed among public providers of services.

Respondents indicated a number of areas of opportunity for new vocational training programs. These included geriatric health care, horticulture, printing, plant operations and maintenance, customized garment-making, and hotel services. The economy in Metropolitan Dade County was perceived to be dynamic, so respondents thought that persons with strong vocational training would have excellent economic opportunities.

V. BAY COUNTY, FLORIDA

A. LEP Adult Population

Bay County is located on the Gulf Coast in the central part of the Florida panhandle. Its economy depends substantially on the Gulf Coast beaches and the accompanying tourist industry. As of the 1980 Census, its population was 97,740, with 3.2% foreign born, and 3.4% who speak a language other than English at home. The area has grown since the last Census to approximately 160,000 people. In the early 1980s (following the latest Census), the county experienced an influx of Vietnamese refugees who were attracted to the commercial fishing prospects of the area. According to respondents, approximately 500 Vietnamese families now make their home in the county.

According to the 1980 Census, the unemployment rate was 7.2%, somewhat higher than the statewide figure of 5.1%. On the other hand, labor force participation for the individuals 16 years and over was 73.7% for males and 47.5% for females, which was higher than the state-wide percentages of 67.0% and 45.8% for males and females, respectively. Median household income for the county was $13,271, as compared to the state-wide average of $14,675, while the percentage of persons and families in poverty were 16.2% and 12.8%, respectively, as compared to the state-wide figures of 13.5% and 9.9%.

These figures point to the fact that, according to 1980 Census data, Bay County was below average economically as compared to the entire state. Respondents indicated that the economic picture for the county has further weakened, with a current unemployment rate of 10.2%. The unemployment rate decreases in the spring and summer as the hotels and restaurants hire staff for the tourist season. However, these jobs pay the minimum wage and disappear after Labor Day when the beach season ends. The individuals interviewed expressed a need for more industry and more jobs in the community.

TABLE 5

1980 CENSUS DATA: BAY COUNTY, FLORIDA

Total Population	97,740
Percentage who speak a language other than English	3.4%
Percentage foreign born	3.2%
Percentage naturalized citizens	1.8%
Percentage (18 and over) who speak Spanish at home	1.0%

B. Organizations Providing Services

Agencies within the community providing vocational training and other employment-related services include:

- Haney Vocational-Technical Center
- Gulf Coast Community College

1. Haney Vocational-Technical Center, operated by the county school district, provides a variety of vocational courses and programs for students in grades 7-12 and for adults who want to obtain job skills or to expand their present skills. The center receives Perkins money for disadvantaged students. LEP adults are not identified as a special priority group for the school. They are just one of numerous groups in need of service. Respondents indicated that LEP adults do not live in the community in sufficient numbers to be singled out as a specific group to be targeted for services. This was not true about 8-10 years ago when significant numbers of Vietnamese families first moved into the area.

No special programs are offered by the center for LEP adults. All students (LEP or EP) are given an assessment battery before they enroll to identify their needs. If a student is not proficient in English, he or she is advised to enroll in ESL at the community college or school district before beginning a vocational training program, but this is not mandatory. If the individual wishes, he or she can begin the vocational curriculum immediately. That student would be given individualized help through the Individualized Manpower Training System (IMTS). IMTS is a support service for vocational students to provide an opportunity for each student to achieve the basic skills needed to succeed in his/her chosen vocational program. It includes a learning laboratory for individualized instruction in basic skills (reading, language arts, and arithmetic), occupational exploration, and employability skills. Instruction is divided into small units which include written and audio-visual materials. Each student is given an individualized instructional plan to meet his/her specific needs.

The IMTS is available to all students who need extra help. It was not designed for LEP adults. One criticism of the system with respect to LEP students is that it requires students to work alone at individual instructional stations. Respondents indicated that LEP adults need greater interaction among people so they can practice their verbal communication skills. The IMTS was never designed for this purpose. Most of the Perkins funds for disadvantaged students which are received by the Center go to the IMTS. ESL classes are not offered at the vocational-technical center.

2. Gulf Coast Community College is one of 38 state supported community colleges in Florida. It serves a three-country area (Bay, Gulf, and Franklin counties) with a total population of 175,000 people. The college awards the A.A. degree and technical certificates in a wide range of vocational areas. It serves 5000 credit students and 12,000 continuing education students.

   The college presently has a small program for LEP adults using Perkins funding under the disadvantaged set-aside. A total of $39,860 was received for 1986-87 for this program which was planned to serve 41 individuals. The objectives of the program were:

   - to identify non-native speakers of English who require additional English language skills;
   - to assess their language and other employment-related needs;
   - to provide English language instruction;
   - to teach employability and the coping skills in order to increase participant's awareness of American customs and culture, especially as they relate to job practices; and
   - to facilitate job placement.

   Two ESL instructors and a bilingual aide operate the program. Close networking with Catholic Social Services is maintained for job placement purposes and any additional counseling which the participants may require.

In the early 1980s, the college provided ESL and other employment-related services to southeast Asian refugees who were moving into the community. The services included survival-level ESL followed by more advanced ESL, individual career counseling, job placement assistance, and a vocational program in food services utilizing the BVT model. This was funded by the State Department of Health and Rehabilitation Services. Some refugees enrolled in regular programs in other vocational areas, including allied health, electronics, and aviation maintenance. At the present time, the number of refugees moving into the community has decreased and the college has chosen to target services and use their Perkins money for other disadvantaged groups, most notably the academically disadvantaged. This decision was made by the President and Board of Trustees of the college because of the high drop-out rate from high schools and the high adult illiteracy rate in the community. Thus, ESL programs were cut back.

C. Planning and Coordination

The current feeling by agency and program officials is that the number of LEP adults in the community is small and their needs can be handled by the small ESL program at the community college and by the IMTS program at the vocational-technical center. Thus, although this feeling is not shared by representatives of the Vietnamese refugee community, there is no effort to address the issue of services for this special population. The JTPA program, the school system, and the Catholic Social Service agency all refer those adults in need of English language training to the community college and those in need of vocational services to the vocational-technical center.

D. Additional Service Needs

Depending on to whom one speaks, there is either no need in the community for job training and other employment-related services for LEP adults, or there is a significant need for English language training, basic skills, pre-employment training, and job training. Most likely the answer is that there are not large numbers of LEP adults in need, but to those in need, the problem is serious.

Jobs are scarce for everyone, and the unemployment rate is over 10%. The tourism industry only provides seasonal employment, and only low-wage housekeeping and food service jobs. The big need in the community is for industry to move in and supply jobs.

Basic skills is a critical need of LEP adults. The IMTS approach of individualized instruction was reported by those outside the vocational education community to be inappropriate for LEP adults. LEP adults need a more interactive classroom setting with teachers and students to practice oral communication in English. Sitting at an individual learning station is not appropriate for learning to communicate in a new language. Child care and transportation are other critical needs. In order to attract LEP adults to a learning center, these two needs must be met.

VOCATIONAL TRAINING FOR LEP ADULTS IN ILLINOIS

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VOCATIONAL TRAINING FOR LEP ADULTS IN ILLINOIS

I. INTRODUCTION

In the 1980 Census, Illinois had a population of 11,426,518 (see Table 1). The size of the populaation held fairly steady in the early 1980s; in 1985 the population was 11,535,000. According to the 1980 Census, 11.5% of the Illinois population over 18 years of age spoke a language other than English at home, with those speaking Spanish at home making up 4.4% of the population. (The remaining 7.1% spoke a variety of other languages.) The percentage of the population which was of Spanish origin was 5.6%, the majority of these being Mexican (3.5% of the total population). The state experienced an influx of refugees from Southeast Asia during the 1980s, along with continued settlement of Mexicans. The 1990 Census is expected to show a significant increase in these groups.

The Spanish origin population in Illinois is poorer economically than the total population of the state. As shown in Table 2, median household income (according to the 1980 Census) of the Spanish origin population was $16,408, compared to $19,321 for the total population. Similarly, the median family income was $17,476 for the Spanish origin population, compared to $22,746 for the total population. Economic differences between the Spanish origin population and the total population are even more pronounced when one examines poverty level. The percentage of Spanish origin families below the poverty level was 18.7%, compared to 8.4% for the total population; while the percentage of Spanish origin individuals below the poverty level was 20.2%, compared to 11.0% of all individuals. Individuals of Spanish origin were less likely to have graduated from high school (36.7% of Spanish origin individuals over 25 years compared to 66.5% for the total population over 25). Census data also showed that there were larger percentages of households headed by a Spanish origin female, with no husband present and children under 18 than similar households overall (13.1% versus 8.8%).

Table 3 shows some selected recent (1987) employment data for the state. The unemployment rate for the Hispanic population was 8.8% compared to 7.4% for the total population. This is a smaller difference between the Hispanic and total population than was indicated by the income and poverty data from the Census.

TABLE 1

SELECTED POPULATION DATA FOR ILLINOIS: 1980 CENSUS

Total Population	11,426,518
Percentage who speak a language other than English at home	11.5
Percentage foreign born	7.2
Percentage naturalized citizens	3.6
Percentage not citizens	3.6
Percentage Spanish origin	5.6
Percentage Mexican origin	3.5
Percentage (over 18) who speak Spanish at home	4.4

TABLE 2

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATION IN ILLINOIS 1980 CENSUS

	Spanish Origin Population	Total Population
Number	634,617	11,426,518
Percentage of total population	5.6	100.0
Median age (years)	22.1	29.9
Median household income in 1979	$16,408	$19,321
Median family income in 1979	$17,476	$22,746
Percentage of families below poverty	18.7	8.4
Percentage of persons below poverty	20.2	11.0
Percentage of ages 25 and over who are high school graduates	36.7	66.5
Percentage of ages 16-64 with a work disability	5.6	7.3
Percentage of persons under 18 living with both parents	72.6	75.8
Mean number of children ever born	1.68	1.31
Percentage female householder, no husband present, with children under 18 years	13.1	8.8

TABLE 3

SELECTED EMPLOYMENT DATA FOR THE STATE OF ILLINOIS
BY RACE AND SPANISH ORIGIN: 1987 ANNUAL AVERAGES
(in thousands)

Race/ ethnicity	Civilian Non-Institutional Population*	Civilian Labor Force		Employment		Unemployment	
		Number	Percentage of Population	Number	Percentage of Population	Number	Rate
Total	8,738	5,753	65.8	5,330	61.0	423	7.4
White	7,316	4,889	66.8	4,605	62.9	284	5.8
Black	1,227	733	59.8	600	48.9	133	18.1
Hispanic	467	313	66.9	285	61.1	27	8.8

Source: BLS unpublished data

*16 years and above

Although the data were for different years, the differences may reflect that Hispanics, although employed, work in low paying jobs. The high school graduation rates surely support this hypothesis.

No recent employment data are available for LEP adults in the state. One may expect, however, that the unemployment rates and other economic data for the LEP Hispanic population would show that they are worse off economically than the overall Hispanic population. LEP adults from Southeast Asia are most likely to be living in similarily difficult economic conditions. The 1990 Census should provide valuable data concerning their situations. All in all, however, the available data argue for the need for vocational training and other special employment-related services for the LEP adult population in Illinois.

II. STATE POLICY REGARDING LEP ADULTS

No executive orders have been issued by the Governor and no state legislation has been passed making LEP adults a special target group for employment-related training. Further, the Illinois Council on Vocational Education has not issued any policy statements concerning special services to LEP adults. LEP adults are recognized by the state education and training agencies as one of several disadvantaged groups in need of services in the state. However, it is left to local jurisdictions to prioritize services for specific handicapped and disadvantaged target groups, depending on the special needs of their local population. According to respondents at these agencies, there has not been much lobbying at the state level by advocacy groups for greater efforts towards providing special vocational services for LEP adults. Since many LEP adults are not citizens and cannot vote, their political clout is minimal.

There is no state funding targeted at vocational education for LEP adults, nor is there a single vocational training model mandated or recommended for serving LEP adults. The federal Perkins disadvantaged set-aside is used for vocational services to LEP adults, at the discretion of local jurisdiction to meet their identified needs. Perkins funds are received from the U.S. Department of Education by the Illinois State Board of Education, and distributed to school districts and community colleges by the Department of Adult, Vocational, and Technical Education.

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. Community Colleges

The 50 public community colleges around the state are the primary providers of vocational services to adults in Illinois. The Illinois Community College Board plans and coordinates the programs and activities of these colleges. LEP adults are one of several disadvantaged groups which are in need of special services. The state allows the individual community colleges to make their own decisions on prioritizing services among these groups depending on the needs of their local service areas. Federal Perkins money is distributed directly to the individual colleges by the Department of Adult, Vocational and Technical Education of the Illinois State Board of Education. The Community College Board has no role in the distribution of these funds.

The amount of Perkins funds for the disadvantaged (including LEP adults) distributed to each community college is based on a formula which takes into account the number of economically disadvantaged individuals in the college's service area, and the number of disadvantaged students served in vocational education during the previous year. It is then the individual college's decision as to how to target the disadvantaged funds they receive among the various groups in need of services. However, if a college identifies in its application the number of LEP students served during the previous year, then a proportional amount of money must be spent to serve that population. If LEP persons are not identified (but counted as part of the total number of disadvantaged students), then the local college can choose to serve the disadvantaged as they best see fit. Thus, the number of LEP adults served are generally not reported.

About 15 of the 50 community colleges reported that they served LEP adults. These colleges are mainly in the northern part of the state. Those colleges in the southern part of the state enroll only small numbers of LEP adults and generally do not report these numbers. In 1986, a total of 3,418 limited-English proficient adults were reported as being served in vocational

education classes utilizing Perkins funding. Of these, 3,226 were mainstreamed in regular classes and provided extra tutoring and other special assistance; another 165 were served in separate classes.

In addition to Perkins money for the disadvantaged, the Illinois Community College Board distributes disadvantaged student grant funds to each college. This state funding program provides services and courses to assist educationally and socially disadvantaged and handicapped students to adapt to a college environment designed for the non-disadvantaged. A $20,000 basic grant is received by each participating college, with additional funds distributed by formula based on number of credit hours produced in the past year in remedial, adult basic, and adult secondary education courses.

The mean funding for the 38 community colleges which received these funds in FY 87 was just under $200,000. Services provided through these grants included peer and professional tutoring, educational and career counseling, testing and evaluation, referrals to other agencies, and other support services. The specific special needs groups served and the services provided are left to the discretion of the individual college. Thus, services for LEP adults may or may not be provided at particular colleges. Overall, the disadvantaged student grant program served 11,815 students in ESL courses in FY86, and 6,816 students in FY87.

B. State Board of Education-Department of Adult, Vocational and Technical Education

Another agency involved in the provision of employment-related services to LEP adults is the Department of Adult, Vocationl and Technical Education under the Illinois State Board of Education. The Board of Education is responsible for educational policies and guidelines from preschool through grade twelve. Through its Department of Adult, Vocational and Technical Education, it also administers adult and vocational education. On the vocational side, the Department is responsible for secondary level vocational education. Vocational programs for adults, as stated previously, are delivered primarily by the state's public community colleges which are administered by the Illinois Community College Board.

Services to adults are provided, however, through the adult education program. This program provides adults with less than a high school education the opportunity to acquire the basic skills necessary to function more effectively in society. Funding for adult education is derived from the Federal Adult Education Act (27%), Title XX of the Social Security Act (38%), and state (27%) and local (8%) funds (1986 figures). Perkins funds are not used. Respondents indicated that very little coordination of programming is done between adult education and vocational education at the state level.

The adult education program provides extensive ESL classes and other programs directed at LEP adults. These include citizenship, basic skills, job-seeking skills, and native language literacy. In 1986, 35,592 limited-English proficient individuals enrolled in adult education programs, a significant proportion of the total of 111,053 individuals enrolled across the state. In 1987, 48,214 limited English proficient students enrolled out of a total of 118,268.

Respondents indicated that there is no need to recruit LEP adults. They seek out ESL programs more so than English proficient adults who need to improve their basic and other skills. Most of the ESL students are employed, but at entry-level jobs. In addition to classes at schools and community colleges, programs are offered at plants and factories around the state at the request of employers. Respondents indicated that adult education services are directed at the least educated and most in need. LEP adults are among these individuals and ESL is frequently cited as one of the more extensively utilized programs.

C. JTPA Program

The federal Job Training Partnership Act (JTPA) of 1982 funds job training programs for economically disadvantaged individuals and others who face barriers to employment. In Illinois, the program is administered by the Department of Commerce and Community Affairs.

The JTPA program in Illinois has not identified LEP adults as a priority target population and no specific policies concerning services to LEP adults have been promulgated. The JTPA legislation does not call for special services for LEP

persons, and the JTPA program in Illinois has not developed a criterion or definition for identifying individuals as limited English proficient. The goals set for JTPA in Illinois call for services to be equitably distributed among those segments of the population in need, especially those on public assistance. Respondents indicated that LEP adults are represented in these groups. Targeting specific special needs group for services is made by each service delivery area, based on local needs.

Data for program year 1986 indicate that 2,271 LEP youth and adults were served by various JTPA-funded programs. This total was 2.1% of all individuals served, and 40% of all LEP youth and adults who applied for services. Respondents indicated that ESL and remedial basic skills are the most frequently provided services to LEP adults.

D. Refugee Resettlement Program

Programs for refugees in Illinois are administered through the Illinois Department of Public Aid (IDPA), Bureau of Social Services. The IDPA receives funds from the federal Office of Refugee Resettlement (ORR), and in turn provides grants to 22 agencies around the state. Sixteen of the grantees are in Chicago, and these grants are coordinated and administered by the Jewish Federation of Metropolitan Chicago. The six remaining grantees (e.g., Northwest Educational Cooperative, Rock Valley College, and Elgin YMCA) are administered directly by IDPA.

Federal ORR guidelines stress employment as the major goal of its programs. Thus, the main activities of grantees include job counseling and job placement. The refugee coordinator at IDPA estimated that only 6-7% (120-140) of those served in the past year received vocational training, and perhaps double that number received English language training.

The coordinator reported that virtually all of the refugees served by IDPA are limited English proficient. Those served are most likely to come from Southeast Asia, with Vietnamese, Cambodians and Laotians being the three largest groups. However, Eastern Europeans (Poles, Romanians, Russians) are also a signficant portion of those served.

E. Northwest Educational Cooperative

The Northwest Educational Cooperative (NEC), an independent educational support organization, provides a broad range of services to educational and social agencies, primarily in Illinois but in some cases for a wider geographic area. Primary support is obtained from federal and state grants. Among the projects of NEC are:

- a grant from the federal Bilingual Vocational Training program to provide training of trainers in bilingual vocational education in a four-state area;
- a state-funded project for the development of vocational ESL curricula in specific occupational clusters;
- a project to develop a work English (pre-employment) curriculum using the Mainstream English Language Training (MELT) and Basic English Skills Test (BEST) competencies, whose development was funded by the federal Office of Refugee Resettlement.
- a family literacy program for LEP families, including ESL and English literacy skills; and
- direct provision of vocational ESL for approximately 200 persons.

NEC is thus both a direct service provider and a support organization for other providers. In its role as a support organization, it is active in facilitating both vocational and English language training for LEP adults.

The next sections of this case study discuss vocational services to LEP adults in two local jurisdictions: a large metropolitan area (Chicago) and a small city (Elgin).

IV. CHICAGO, ILLINOIS

A. LEP Adult Population

Chicago has a large and diverse population of people with language backgrounds other than English. Spanish-speakers represent the largest non-English group, but there are considerable numbers of those who speak Polish, Italian, German, and other languages as well.

The latest census data (1980) concerning language-minority people are summarized in Table 4. A number of respondents suggested, however, that these numbers underestimate the language-minority population, especially of Hispanics. Two respondents estimated the Hispanic population to be 15% and 18%, respectively. Another respondent in the Chicago Public Schools reported that 24% of the enrollment was Hispanic. An undercount in the 1980 census and recent waves of immigrants are both probable reasons for why present estimates are higher than census numbers.

B. The Economy

The economic conditions in Chicago were reported as being somewhat negative. The city has lost a number of manufacturing jobs recently, but the job market in other areas is reported to be more positive. According to the 1980 Census, labor force participation was generally low (72.1% for males, 50.9% for females, in comparison to 77.3% and 51.6% statewide). Unemployment (9.8%) was above the state average (7.2%), and median household income ($15,301) was lower than the state average ($19,321). Also, the percentages of persons and families in poverty (20.3% and 16.8%) were higher than statewide averages (11.0% and 8.4%).

The economic conditions for LEP adults in Chicago are somewhat worse than what the overall norms would indicate. The 1980 unemployment rate for persons with Spanish origin was 12.1%.

TABLE 4

1980 CENSUS DATA: CHICAGO, ILLINOIS

Total population	3,005,078
Percentage who speak a language other than English at home	24.1
Percentage foreign born	14.5
Percentage naturalized citizens	6.4
Percentage not citizens	8.1
Percentage Spanish origin	14.1
Percentage Mexican origin	8.5
Percentage Puerto Rican origin	3.8
Percentage Cuban origin	0.4
Percentage other Spanish origin	1.4
Percentage (18 and over) who speak Spanish at home	11.3
Percentage (18 and over) who speak Polish at home	3.8
Percentage (18 and over) who speak Italian at home	1.3
Percentage (18 and over) who speak German at home	1.2

More recent estimates of economic conditions show similar patterns. The 1986 annual unemployment average in Chicago Metropolitan Statistical Area (using Current Population Survey figures from Census Bureau) was 8.8% in comparison to a statewide average of 7.4%. For persons of Spanish origin, the unemployment average in the Chicago MSA was 11.1% in comparison to a statewide Spanish origin average of 8.8%.

In terms of specific subgroups, it would appear that recent Hispanic and Asian immigrants are particularly in need of services. A number of respondents working with such groups cited their low levels of basic educational skills, English competency, and job skills, and indicated that comprehensive and focused services would be needed to get them into stable economic positions.

The relationships between the language-minority populations and English-speaking population in Chicago are neutral to positive. Partially because there continues to be significant European immigration into Chicago, there is not widespread antagonism toward new immigrants. The Hispanic community was also an important factor in the political coalition developed by the former mayor, so black and Hispanic communities have developed a history of working together.

C. Organizations Providing Services

The major providers of vocational training and related services to LEP adults in Chicago are the:

- City Colleges of Chicago;
- Mayor's Office of Employment and Training through a series of local grantees; and the
- Jewish Federation of Metropolitan Chicago, also through a series of subgrantees.

The vocational training programs being offered by the major providers in Chicago (City Colleges, Mayor's Office, Jewish Federation) are almost without exception offered completely in English. LEP adults are normally directed first to ESL programs offered by the City Colleges, although they are occasionally offered by other providers in cooperation with the City Colleges.

1. City Colleges of Chicago

The recipients of Perkins Act funds in Chicago are the Chicago Public Schools and the City Colleges of Chicago, although only the city colleges have responsibility for adults. The amount of the Perkins disadvantaged set-aside specifically directed toward LEP adults is approximately $50,000, which represents less than 10% of the total. This money helps to pay for a special needs advisor to each of the eight campuses, as well as bilingual interpreters.

The City Colleges offer ESL on both a college credit and a non-credit (adult education) basis. The non-credit program is very large (approximately 13,000 enrollments per term), and is frequently offered in community settings. There is no particular emphasis on vocational or work English, and there are few close linkages with vocational or other programs. In a few cases, however, the ESL instruction is integrated with other programs.

College credit ESL is offered to smaller numbers (800-1000) of LEP adults. College credit ESL focuses more on literacy (reading and writing) than does non-credit ESL, and is typically provided to those planning to enter academic programs.

The City Colleges are presently examining their ESL curricula, and are considering the inclusion of more vocationally-related material. In particular, they are looking to increase occupation-specific language or to develop a separate vocational ESL component. One possibility being considered is to develop a basic ESL curriculum which can lead either into a vocational ESL program or into a college ESL program. This initiative is a result of some increased public political pressure through members of the Board of Trustee of the Colleges to better serve Hispanic students. In addition, various college departments, including the vocational program, are looking to increase their enrollments through better services to the LEP student population.

The City Colleges offer a broad variety of vocational programs involving areas as diverse as word processing, horticulture, auto body, and food sanitation. The programs range in intensity from those providing achievement awards (1-10 credits) to those providing associate degrees (60 or more credits). Vocational classes are offered in English, and LEP adults are encouraged to enroll in ESL classes before taking any vocational courses. The City Colleges reported that approximately 1750 adults taking vocational classes are limited English proficient. This number is an estimate and is not based on formal testing.

The City Colleges also provide certain supportive services to language-minority persons. There is a special needs advisor at each campus who is available to provide English and skills testing, career planning, counseling, acculturation services, and referrals to other agencies. Truman College has a special refugee program which is particularly focused on Southeast Asian and Eastern European refugees. Association House has worked with the City Colleges in developing vocational programs for the Hispanic community, including bilingual tutoring services.

2. Mayor's Office of Employment and Training

The Mayor's Office of Employment and Training is the JTPA grantee in Chicago (receiving about $53 million), and it also receives a federal Community Development Block Grant for training ($2 million). The Mayor's Office serves approximately 10,000 adults and 13,500 youth, of which 20% are school dropouts. The latest figures show that only 3.8% of enrollees had limited English proficiency listed as a barrier to employment, however.

The vocational services to adults provided by the Mayor's Office of Employment and Training are relatively broad. They include vocational classroom training, on-the-job training, placement and retention, pre-employment training, and work experience. However, most LEP adults are referred to the City Colleges or other agencies for ESL prior to enrollment in JTPA. Thus, strictly speaking, there are relatively few LEP adults

enrolled in JTPA programs. One exception is the Chinese American Service League, which is a JTPA contractor and provides chef training services to Chinese LEP adults.

3. Jewish Federation of Metropolitan Chicago

The Jewish Federation of Metropolitan Chicago is the Chicago grantee for federal Office of Refugee Resettlement funds distributed by the Illinois Department of Public Aid. Almost all of those served by the Jewish Federation and its 15 subgrantees are LEP adults. This program has decreased in size in the last 7-8 years from serving more than 4000 per year in the Chicago area to less than half that number. The percentage receiving vocational training services has also decreased from approximately 15% to 6-7%.

The Federation and its subgrantees do extensive case management, counseling, vocational assessment, job development, and job placement. Vocational training is provided to approximately 100 LEP adults per year in Chicago. A few of the providers also work with the City Colleges to provide on-site ESL instruction, including general ESL, vocational ESL, and pre-employment ESL. Project Enterprise (see below), a vocational training project conducted by Travelers and Immigrant Aid (a subgrantee of the Jewish Federation) is one example of an integrated program administrated by one of the subgrantees.

In addition to these providers, vocational training is also being offered by proprietary schools and private colleges. No estimate of the total number of LEP adults receiving such services was available, however. St. Augustine College, for example, has a bilingual vocational program in chef training serving approximately 30 LEP adults. St. Augustine College is a former recipient of a federal bilingual vocational training grant.

D. Vocational Training Programs

Three specific vocational training programs for LEP adults are described in this section: (a) the St. Augustine College professional cook training

program; (b) the Chinese American Service League chef program; and (c) the Travelers and Immigrants Aid Project Enterprise.

1. St. Augustine College Professional Cook Program

This program was developed under a federal bilingual vocational training grant which expired in 1987. St. Augustine College, a two-year private institution, is continuing the program using federal Pell Grants for students, in-kind college contributions, and tuition paid by two students.

There are 29 students presently enrolled. Students are predominantly Hispanic, although native-born English speakers with weak English skills have entered the program in the past year. The program has been advertised through the Spanish language media, though most of the present participants came through referrals from community organizations or word of mouth. Intake consists of a personal interview and English competency testing.

The basic program consists of two components: (a) vocational training in cooking, which is provided by a monolingual English speaker; and (2) vocational ESL for the kitchen which is provided by a bilingual teacher/tutor. The vocational ESL is offered on a competency basis, so students work at their own pace. The bilingual teacher/tutor also provides assistance to those who are having English language problems during cooking instruction. The course is offered to separate groups in the morning and in the evening, and runs for 32 weeks. The course includes a 32 hour unit on sanitation to assist participants in securing a local sanitation certificate.

The program includes counseling, job readiness, job development, and job placement, although these activities have been curtailed since direct federal funding ended. Past completers have had an 85% placement rate. The present cost of the program is $1786 per participant.

2. Chinese American Service League Chef and Baking Program

This program is administered by a non-profit community organization which provides a range of services (counseling, job referral, etc.) to the Chinese community. The program is supported by JTPA funds from the Mayor's Office for Employment and Training.

There are 45 students presently enrolled. Approximately 75% are recent immigrants from China, and most have very limited English skills. Recruitment is largely informal, through community networks. Intake includes the completion of an employment development plan, and the assessment of past experience and English language skills.

The program has two separate content areas, one for cooking and one for baking. The cooking program meets for seven hours per day, and the baking program for six hours per day. Each program lasts for six months. During the first two weeks of the program, the entire focus is on vocational ESL, and the instruction emphasizes occupation-specific language. The vocational ESL is offered by a bilingual teacher. After two weeks, cooking or baking instructions begins, offered by a monolingual English speaker. The ESL instructor is always in the classroom, however, to provide language support and interpretation, if necessary. In a typical day, 1-2 hours are spent in the classroom and the remainder of the time in the kitchen. Students work together in groups of five, so there is also some peer instruction.

Support services which are offered include day care, personal and career counseling, and a $6 a day stipend for transportation, uniforms, equipment, etc. Pre-employment counseling (interviews, applications, etc.) is provided, as is job development and job placement. The four classes which have been completed thus far have had a higher than 85% placement rate, with many placements in the larger hotel chains. The program manager estimates that there will be job opportunities for graduates for at least the next five years.

3. Project Enterprise

This project is administered by Travelers and Immigrants Aid, which is one of the subgrantees of the Jewish Federation of Metropolitan Chicago. The project is funded by the federal Office of Refugee Resettlement through the Illinois Department of Public Aid.

This project enrolls approximately 40 participants per year. It is directed towards those refugees who have failed in other vocational training programs due to adjustment or other problems. It enrolls refugees from many groups, including Southeast Asians, Eastern Europeans and Africans. The goal is to help participants develop home-based businesses in production, service, and sales.

Entry into the program is by referral from other refugee agencies. Participants go through extensive intake procedures, including interviews (prior job experiences, problems with previous vocational training), language testing, and assessment of mental and physical health. Those in need of ESL instruction are referred to Project English, a program by the Northwest Educational Cooperative which is operated in the same facility.

Training is conducted in a refugee center facility. The program uses an on-the-job training approach, with participants working in specific vocational fields (light assembly, maintenance) which can be transferred into private enterprise. The instruction is in English, though there is access to native language speakers in the building if needed.

The program provides job counseling and mental health counselling on-site, and provides transportation allowances. Participants are referred to others for child care and health services. Many participants are receiving public assistance. The program works with individuals to develop private enterprises using their developed skills. In general, the enterprises planned will require little capital and will be highly labor intensive. The program is relatively new, having begun in Fall, 1987, so outcome data are not yet available.

E. Planning and Coordination

There is little indication of consistent planning and coordination of vocational training services for LEP adults in Chicago. Training is provided by multiple agencies which have only limited contact with each other. Many of the agencies do have working arrangements with the City Colleges to send their clients for ESL instruction or to have the City Colleges pay for ESL teachers on their sites. However, in only a few cases is the ESL instruction integrated into a broader vocational training design.

There appears to be some more general planning by community organizations for specific ethnic groups. The Jewish Vocational Board, for example, has spent some time looking into the overall needs of the Russian community in Chicago. Similarly, the Chinese Aid Association has examined the needs of the Chinese community.

At the level of the individual LEP client, coordination of services through case management is performed by refugee subgrantees, JTPA grantees, and to a lesser extent by special needs advisors, refugee counselors, and advisors at City Colleges. Refugee subgrantees make referrals among themselves, and sometimes combine in providing services to specific clients. JTPA services are more centrally controlled in that they are either provided by the Mayor's Office or provided by specific grantees based on type of service (some grantees do child care, some do training and job development). Case management at the City Colleges is less systematic, though an advisor or counselor may apply case management techniques.

In summary, most respondents believe that better coordination among agencies should occur. Respondents perceived a lack of overall planning, a lack of general knowledge about available programs, and a failure to create a coherent system and sequence of services. Respondents had difficulty in describing feasible mechanisms for improving planning and coordination, however.

F. Additional Service Needs

When respondents in Chicago were asked about gaps in vocational services to LEP adults, there was a broad variety of responses. Two service areas were mentioned by more than one person, however. The first was a need for new service models which combine English language instruction with vocational skills instruction (including the use of vocational ESL on work English). The second was the need for training programs which allow entry-level employees in various fields to increase their vocational skills, and improve their prospects for job mobility.

In terms of specific vocational areas, respondents had some difficulty in pointing to specific needs. The only areas mentioned were the needs for bilingual secretaries (with literacy skills in two languages), vending machine repair personnel, and hotel clerks and maintenance managers.

In general, respondents appeared to believe that there was a good breadth of vocational training opportunities available, but that few of them were specifically designed or adapted for LEP adults.

V. ELGIN, ILLINOIS

Elgin is located about 35 miles northwest of downtown Chicago. The estimated 1986 population, according to the area Chamber of Commerce, is 67,100, with an area population (within 10 miles of Elgin) of 282,000. As of the 1980 Census, the population of Elgin was 63,798, with 6.8% foreign born and 13.2% who speak a language other than English at home.

A. LEP Adult Population

The LEP population in Elgin is composed in general of two groups, i.e., Hispanics who have migrated mainly from Mexico, and Southeast Asian refugees. Although the 1980 Census showed that there were 6,511 persons of Spanish origin, it is estimated that there are presently 15,000 Hispanics in Elgin; of this number, 83% are Mexican; 13% Puerto Rican; and 4% from Central and South America. One-third of the Hispanics were identified as LEP, as defined by judgements of job placement staff and diagnostic English language instruments used by the Centro de Informacion Y Progresso, a Hispanic service agency.

TABLE 5

1980 CENSUS DATA: ELGIN, ILLINOIS

Total Population (urbanized area)	63,798
Percentage who speak a language other than English at home	13.2
Percentage foreign-born	6.8
Percentage naturalized citizens	2.7
Percentage Spanish origin	10.2
Percentage Mexican origin	7.0
Percentage Puerto Rican	2.6
Percentage Other Spanish	0.6
Percentage (18 and older) who speak Spanish at home	7.8

There are also 3,000 refugees from Southeast Asian presently residing in Elgin. Most (85%) are Laotian; the others are Vietnamese and Cambodian. These refugees started arriving in 1975, with the largest influx coming into the area in the early 1980s. At present, the arrivals total approximately 10-15 per month, all being LEP.

B. The Economy

According to the 1980 Census, the unemployment rate in Elgin was 5.8%, somewhat below the statewide percentage of 7.2%. The labor force participation rate in Elgin for those individuals 16 years and over was 80.8% and 57.3% for males and females, respectively, while the state rates were 77.3% and 51.6%. Median household income for Elgin was $21,170, compared to 19,321 for the State, while the percentage of persons and families in poverty were 6.9% and 5.2%, respectively, as compared to statewide figures of 11.0% and 8.4%. Thus, Elgin's economic picture as revealed by those numbers was better than that of the state.

According to respondents, Elgin is a fast-growing, multi-cultural community. Industry, which is generally moving from Chicago to western portions of the metropolitan area, is helping the economic picture of the Elgin area. The unemployment rate was recently as low as 3.8%. However, with the closing of a local foundry in the past year, the rate was reported to have climbed above 4%.

The economic and employment statistics are positive, and respondents indicate that jobs are available for the limited English proficient population. Generally, LEP adults in the community are employed by small companies in the following areas: light industry and manufacturing; nurseries and sod farms; horsebreeding; and industrial, commercial, and home cleaning. These are mostly low wage jobs, however, paying in the neighborhood of $5.00 per hour.

C. Organizations Providing Services

Vocational training and employment-related services for LEP adults in Elgin are provided by the following agencies:

- Elgin Community College;
- YWCA;
- Centro de Informacion Y Progreso; and
- the Private Industry Council of Kane-DeKalb-Kendall countries.

1. Elgin Community College

Perkins money to serve adults in Illinois is distributed through the community college system. Elgin Community College receives their disadvantaged funds through a formula based on the economic and employment picture of the area it serves and on the number of disadvantaged adults served during the previous year. Respondents indicated that the Perkins funds under the disadvantaged set-aside are used for the academically disadvantaged, mainly for tutoring services. LEP adults are not specifically targeted, except to the extent that they are counted as academically disadvantaged.

One of the reasons the college does not receive Perkins funds targeted specifically at the LEP adult population is that the college does not report the number of LEP adults served, but includes them within the total number of disadvantaged individuals. LEP adults are not identified as a distinct group within this number. Services for the LEP adult population has not been made a priority by the college since the unemployment rate is not high, and LEP adults are not taking vocational classes to any significant degree. They are enrolling in ESL classes at the college, however.

ESL is the largest credit hour generator at the college. It is divided into 10 levels, from the most basic to the most advanced. Most of the ESL students are Spanish speakers. The program is supported mainly by federal adult education funds.

Besides ESL, no other special programs for LEP adults are available at the college. Those with some basic English skills may enroll in mainstream

vocational courses at the same time they are enrolled in ESL. The number of LEP adults who enroll in these courses is low, however. Special tutoring is provided through the college's learning skills center for these students. To a large extent, the tutoring is VESL, with extensive work on vocational vocabulary.

Job placement services are provided to vocational students through their instructors and through the college's placement office. No special services are provided to LEP students, other than those available to the regular student population.

2. YWCA

The YWCA, funded by the Illinois Department of Public Aid Refugee Program using federal Office of Refugee Resettlement monies, provides vocational education, employment counseling, job placement, and related services to refugees from Laos, Vietnam, and Cambodia. Respondents reported that Elgin has been one of the most impacted areas in the state by refugees. Over 3,000 refugees have moved into Elgin, starting in 1975. The largest influx occurred in the early 1980's and between 10-15 per month are still arriving. The comprehensive program of services provided by the YWCA includes:

- Instructional Services, including ESL, driver training and other special needs classes;
- Vocational Training in welding, machine tool, data entry, cosmetology, and housekeeping. For each, vocational area, there is an accompanying VESL program.
- Survival Services, including help with food, clothing, transportation, public aid, etc.
- Employment Services, including job counseling, placement, and follow-up. Follow-up is done at 30, 60, and 90 days with both the employer and refugee.

In addition to this program, the YWCA contracts with Elgin Community College for a specially designed course for Laotian refugees in machine tools. The college provides the course but does not provide any funding. The

funds came from JTPA and ORR through the YWCA. The course consists of 280 hours of vocational instruction and 120 hours of VESL over 20 weeks. In addition, students are enrolled in a general ESL class. In the vocational component, a bilingual aide (who is a former trainee) is used to help in the classroom. The program is a free service for Laotian refugees. Free child care and free transportation between vocational classes at the community college and ESL classes at the YWCA are also provided.

Finally, the Elgin YWCA, as a sub-contractor to the local school district, provides ESL classes for adults. Last year, 600 students were enrolled. Overall, the YWCA staff seems to have a real commitment to serving the Southeast Asian refugee community.

3. Centro de Informacion Y Progreso

This community-based organization is a voice and general advocate for the Hispanic community in Elgin and its surrounding areas. Centro employs 10 full-time and 9 part-time people with an annual budget of $317,000 obtained from 16 different funding sources, including the United Way. The organization tries to help those in need interface with local and state government in a variety of areas. No vocational training is provided by the organization, but it does hold classes in ESL and literacy which are geared towards basic needs and employment. In the past, Centro used JTPA money for job readiness workshops. These workshops focused on how to look for a job, resume preparation, interviewing skills, career awareness, and training opportunities. The workshops have been discontinued since JTPA funding stopped. Using Perkins Single Parent/Homemaker set-aside funds from the Elgin Community College, Centro also provides employment workshops for female Hispanics who are displaced homemakers or single parents. The program includes career awareness, survival mechanics, values clarification, and employment placement.

One continuing service being provided by Centro is job placement. The organization has a full-time placement specialist. With funding from the State Department of Human Rights, Centro identifies and recruits Hispanics for state and local civil service employment. The job placement staff helps with application forms, prepares job applicants for interviews, administers

tests, and tracks the application process. The placement office also does job development and placement within small businesses and larger corporations in the area. Employment opportunities are compiled and listed; approximately 25 individuals are placed per month.

4. Private Industry Council of Kane-DeKalb-Kendall Countries (KDK)

This agency is funded by JTPA and serves these counties. No direct language or vocational services are targeted to LEP adults. However, ESL, pre-employment training, and placement services are provided through contracts with other agencies or organizations.

KDK has subcontracted this year with Lopez and Associates of Chicago (a private firm) for the provision of a pre-employment workshop and placement service for 30 Hispanic adults. The workshop runs 60 hours over 4 weeks and is presented mostly in Spanish. Two sessions were presented for 15 participants each. The workshop includes:

- Job seeking;
- Filling out employment applications;
- Job interview behavior and mock interviews; and
- Preparing thank you letters.

To be eligible, participants must know some minimum amount of English, be JTPA eligible, and have one or more barriers to employment (LEP, high school drop-out, veteran, offender, teen-aged parent, senior citizen, or handicapped). No ESL or occupational training is provided. In addition to the workshop, Lopez and Associates spends time developing jobs with local employers and placing participants upon completion of the workshop. Participants are paid $25 at entry to the program and $1.00 for each hour of training. This is mainly for transportation expenses. Additional money is available for child care. The total contract was $25,400 for 30 participants, or $847 per individual.

KDK has also contracted with Elgin Community College using 8% JTPA funds for the provision of ESL, pre-employment counseling, and job placement. This is a small program for a total of 16 LEP adults. The performance-based contract

calls for 13 individuals to complete the pre-employment aspect of the program, and for 8 to be placed in jobs with wages of at least $4.00 per hour. The total contract was for $16,732, or $1,045 per person. Some of these funds are used to reimburse participants for transportation and child care expenses.

D. Planning and Coordination

The provision of vocational training and other employment-related services has not been a priority in Elgin. Except for a few special programs, all vocational training requires English competency. In addition to the issue of priorities, the small number of vocational educators who are bilingual in English and Spanish, or in English and another language, make the delivery of services to LEP adults difficult.

Three agencies in Elgin, however, have worked together to provide services to LEP adults in the community. These agencies are the community college, the YWCA, and the Private Industry Council of Kane, DeKalb, and Kendall counties (KDK). For the most part, the college has served the Hispanic community, and the YWCA has served the Southeast Asian refugee community. KDK does not provide direct services to LEP adult but, using JTPA funds, has subcontracted with the college and YWCA for services. JTPA funding, however, has recently been lost for the refugee population served by the YWCA.

E. Additional Service Needs

Underemployment, rather than unemployment, is a major problem for LEP adults in Elgin. The unemployment rate is low and non-English speakers can obtain jobs with employers in the community who use bilingual foremen to supervise the workers. Thus, even though underemployed, training is not a high priority for these workers. Since the demand is low, agencies are not under pressure to provide services. For those in training, transportation and child care services are very much in demand.

VOCATIONAL TRAINING FOR LEP ADULTS IN NEW YORK STATE

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VOCATIONAL TRAINING FOR LEP ADULTS IN NEW YORK STATE

I. INTRODUCTION

Of all 50 states, New York State ranks second in terms of the number of people who speak a language other than English at home, according to the 1980 Census. Within the state, 20.1% of the population speak a language other than English at home, and 13.6% of the population are foreign born, as shown in Table 1. Nearly 60% of the Spanish origin population living in New York State, or 5.6% of the state's population, are Puerto Rican. Between 1983 and 1987, the state received 25,289 or 7.8% of the 321,704 refugees who came to this country. Almost 43% of the refugees entering the State were from Europe, and another 38% were from Southeast Asia.

TABLE 1

SELECTED POPULATION DATA FOR NEW YORK STATE: 1980 CENSUS

Total population	17,558,072
Percentage who speak a language other than English at home	20.1
Percentage foreign born	13.6
Percentage naturalized citizens	7.9
Percentage not citizen	5.9
Percentage Spanish origin	9.5
Percentage Puerto Rican origin	5.6
Percentage who speak Spanish at home	8.5
Percentage who speak a European language at home (other than English or Spanish)	6.7

The state's economy is growing. About 395,000 jobs were added during 1986 and 1987, and unemployment fell to a record low. Growth in total and personal per-capita income were well above the national average. The strongest growth was in the service sector where 93,000 jobs were added in 1986 and 90,000 in 1987. There were also substantial gains in retail trades (+83,000); finance, insurance and real estate (+62,000); government (+54,000); and construction (+50,000).[1/]

Despite generally favorable conditions, some sectors of the economy and geographical areas of the state did not do well. Manufacturing jobs decreased by 74,000 in 1986 and 1987, and areas of the state that depended on these jobs continue to experience high rates of unemployment.[2/] Additionally, the unemployment rates for minorities are about twice those for Whites, as shown in Table 2. According to a 1988 policy study on youth employment investments in New York, it was noted that the youth unemployment rate in 1986, which includes a very high proportion of LEP youth, remained well over 18%, compared to an overall unemployment rate of 6.3%. In that same period, youth ages 16-19 comprised only 7% of the total labor force. However, it is estimated that youth between the ages 16 and 19 represent 20% of the unemployed persons in the state.

Data on persons of Spanish origin, some of whom are limited English proficient, are available in the published 1980 Census data. Equivalent data for other groups with significant percentages of LEP persons are not available, however. The data in Table 3 illustrate the relative socioeconomic position of the Spanish origin population to the total population in New York State. Hispanics, on average, are 2.5 to 3 times as likely to live in poverty and have lower incomes. Hispanics are also less likely to have graduated from high school, and more likely to come from households headed by a female with no husband present and children under 18 years.

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[1]Governor's Coordination and Special Services Plan for JPTA and Related Programs in New York State for the Period July 1, 1988 to June 10, 1990. State of New York Job Training Partnership Council, Albany, New York: March 1988, pp 6-7.

[2]Ibid.

TABLE 2

SELECTED EMPLOYMENT DATA FOR THE STATE OF NEW YORK BY RACE AND HISPANIC ORIGIN: 1987 ANNUAL AVERAGES
(in thousands)

Population Group	Civilian Noninstitutional Population	Civilian Labor Force		Employment		Unemployment	
		Number	Percent of Population	Number	Percent of Population	Number	Rate
Total	13,755	8,482	61.7	8,071	58.7	412	4.9
White	11,496	7,147	62.2	6,844	59.5	302	4.2
Black	1,815	1,048	57.8	951	52.4	97	9.3
Hispanic	1,468	808	55.1	741	50.5	67	8.3

Source: BLS unpublished data.

TABLE 3

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF NEW YORK STATE
1980 CENSUS

Characteristic	Spanish Origin Population	Total Population
Number	1,660,901	17,558,072
Percentage of total population	9.5	NA
Median age	25.2	31.9
Median household income in 1979	$10,381	$16,647
Median family income in 1979	11,263	20,180
Percentage families below poverty	32.0	10.8
Percentage persons below poverty	33.1	13.4
Percentage ages 25 and over who are high school graduates	42.2	66.4
Percentage ages 16-64 with a work disability	10.2	7.7
Percentage persons under 18 living with both parents	51.4	73.1
Mean number of children ever born	1.5	1.1
Percentage female householder, no no husband present, with children under 18 years	40.1	20.9

Among Hispanics, Puerto Ricans, on average, have the lowest incomes, highest rates of unemployment, highest rates of female headed households with children under age 18, and highest rates of persons receiving public assistance. The educational levels of Puerto Ricans in New York State are lower than other Hispanics and much lower than the total population in the state. Only 36.9% of the Puerto Ricans 25 years old and over were high school graduates compared to an average of 50.6% for the other Hispanic groups and 66.3% for the total population for the state, according to the 1980 Census.

Hispanics also comprise a much higher proportion than other groups of high school students at-risk of dropping out of school. As reported by the SUNY Center for Social and Demographic Research and the New York State Department of Labor, the dropout rate for Hispanics in the high school class of 1981 was almost double that of non-Hispanic youth (60% compared to 30%). Overall the state has the highest dropout rate in the country; about one out of every three youths does not complete high school. It is generally believed that Hispanic females, as a group, leave school earlier than any other single group.

New York State has a mix of minorities, many of whom are limited English proficient, who require varying types of services. Some are European and southeast Asian refugees. Others are legal immigrants from European and Latin American countries. Still others are from Puerto Rico with legal status as citizens, who can move freely between the continent and the island. Indications are that the net migration of persons from Puerto Rico to the mainland will continue to increase, and many will settle in New York. Limited English proficient persons from these various ethnic groups tend to live in areas throughout the state where there are concentrations of people from the same ethnic background.

II. STATE POLICY REGARDING LEP ADULTS

Two policy orientations generally describe state-level positions on the provision of employment training for limited English proficient adults and out-of-school youth. These are: (1) a certain level of English proficiency should precede employment training; and (2) within certain limited guidelines, most other decisions should be made at the local level. In fact, the major policy emphasis of the state legislature is English language training and literacy. The state allocated $3.5 million in the 1988-89 budget for competitive grants to localities to provide adult literacy/education aid. This includes ESL for persons 16 years of age and older.

Two state policy initiatives appear to be related to or have some effect on approaches to vocational training in general and for the LEP population in particular. First, a major study is being conducted by the State Job Training Coordinating Council to examine the overall state policy on employment training services for at-risk youth. Second, the policy that tuition assistance is not provided for short-term, non-credit vocational training for adults is being examined. In effect, the policy means local boards of education cannot assess fees for occupational or vocational training, therefore limiting the scope of services available to LEP adults.

There are other factors that could affect the quality of services for LEP adults as well. One is that there is no state aid or funding for adult occupational education; this increases the need for federal funding. In California, for example, public schools receive state funding for average daily attendance (ADA) for occupational/vocational education. As a result, more state money is available to the community college system for adult vocational training programs. In contrast, New York public school systems do not receive state FTE/ADA for occupational education; therefore, the K-12 programs need a greater percentage of Perkins vocational funds and less is available for adult programs. Another factor is that proprietary (private for-profit) schools are allowed to charge fees and collect Pell Grant funds. Community-based organizations have recently started applying for proprietary status so they can also become eligible for Pell Grants for their students.

The State Education Department has recently established a BVT State Working Team whose goal is "to develop an effective state network that can increase awareness and facilitate coordination of programs and services to LEP adults and out-of-school youth, including drop-outs." The extent to which it will make an impact is unknown at this time.

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. State Agencies

Except for the Office of Refugee Services, none of the state agencies fund or provide employment training for LEP adults and out-of-school youth directly, nor do they promote a particular instructional model. Rather, several programs include LEP adults as a possible target group, but it is left to each locality to decide the extent to which this population is served. Furthermore, only minimal data are collected at the state level to document the extent of services to LEP adults. One of the objectives of the BVT State Working Team is to improve the collection and reporting of data on LEP adults. Services for the adult population are described below by state agency.

1. State Education Department: Office of Occupational and Continuing Education

The Office of Occupational and Continuing Education within the State Department of Education administers federal funds for vocational education. Table 4 gives the 1988-89 school year federal funding levels based on the assumption that the State of New York will receive $57.8 million for Fiscal Year 1989. Table 5 gives the funding by purpose and agency type. Table 6 presents the most recent school enrollment data available for the LEP adult population in the state.

As prescribed by JTPA, Title IIA 8% funds, which are set-aside for the state education agency use, are administered through the Bureau of Occupational and Continuing Education Program Support. In New York, these 8% funds are distributed to the local JTPA service delivery areas (SDAs). Each SDA, in turn, distributes these funds to various local providers. There are two JTPA 8% program priority areas for PY 1988:

- basic skills for JTPA eligible youth and adults; and
- school-to-work transition for JTPA eligible handicapped youth and non-handicapped youth with barriers to employment.

TABLE 4

FEDERAL FUNDING LEVELS

The fund allocation process for FY 1989 was begun before final federal appropriation levels were established. The levels used reflect estimated carry over and the estimated FY 1989 grant. These total $57.8 million. The following shows these estimated levels by Title and Part:

Title 2 - Basic State Grant	
Part A - Opportunities	
Handicapped	$ 5,590,097
Disadvantaged (including LEP)	10,063,860
Adults	6,030,761
Single Parents and Homemakers	4,439,532
Sex Equity	1,877,273
Criminal Offenders	591,008
Total - Part A	$28,592,531
Part B - Program Improvement	
Total - Part B	$22,516,262
State Administration	$ 3,570,000
Title 2 - Total	$54,678,793
Title 3 - Special Programs	
Part A - Community Based Organizations	$ 508,300
Part B - Consumer and Homemaking	2,360,765
Part C - Adult Training and Retraining	-0-
Part D - Guidance and Counseling	-0-
Part E - Industry/Education Partnerships	-0-
State Administration - Part B	132,000
State Leadership - Part B	100,000
Title 3 - Total	$ 3,101,065
Total Estimated Available Funds	$ 57,779,858

Source: Memorandum from the Assistant Commissioner from Occupational and Continuing Education and the Assistant Commissioner for Higher Education Services dated January 1988, pg. 42.

TABLE 5

FUNDING BY PURPOSE AND AGENCY TYPES

Purpose	Postsecondary Institutions	Secondary Agencies Major	Secondary Agencies Other	Total
Funds Via Formula -				
Title 2 Part A:				
Handicapped	$ 997,982	$ 3,733,454	$ 333,661	$ 5,065,097
Disadvantaged	2,768,750	6,065,303	704,807	9,538,860
Adult	1,703,575	3,597,186	-0-	5,300,761
Single Parent/ Homemaking	1,241,995	2,722,537	-0-	3,964,532
Sex Equity	-0-	1,155,191	-0-	1,155,191
Part A - Total	6,712,302	17,273,671	1,038,468	25,024,441
Title 2 Part B:	3,156,735	7,919,527	-0-	11,076,262
Total Via Formula	$9,869,037	$25,193,198	$1,038,468	$36,100,703

Total Via Formula	$36,100,703
Funds Via Request for Proposal and Direct Grants- (e.g., Title 3 Part A and B, Business and Industry Specific Training, Regional Centers, Postsecondary Sex Equity, Criminal Offenders)	$11,144,155
Special Agency Types - (e.g., State Supported Schools, Division for Youth)	$1,690,000
State Initiatives - (e.g., COnsortiums, Research Coordinating Unit, Administration)	$8,845,000
TOTAL	$57,779,858

Source: Memorandum from the Assistant Commissioner for Occupational and Continuing Education and the Assistant Commissioner for Higher Education Services dated January, 1988, p. 41.

TABLE 6

ENROLLMENT DATA FOR LIMITED ENGLISH PROFICIENT ADULTS: 1985-86

Type of Program	Total Number Enrolled	Number of LEP Adults Enrolled	Percent of LEP Adults Enrolled
Adult continuing education enrollment	610,068	NA	NA
Adult basic education and high school equivalency	109,292	41,819	38.3
Postsecondary occupational education enrollment	154,362	3,800	2.5
Adult occupational education at secondary agencies	77,855	1,707	2.2

Source: Office of Occupational and Continuing Education, February, 1987.

About 67% of the JTPA 8% funds support the basic skills initiative. The purpose of basic skills instruction is to raise the level of competence for severely educationally deficient youth and adults so they can move into advanced occupational skills training. This covers the following types of services: basic literacy, pre-high school equivalency, high school equivalency, English as a second language, remedial reading, writing and mathematics, bilingual instruction, job seeking and keeping skills, and keyboard skills directly related to computer literacy. Instruction may precede or be concurrent with other training. The target population includes LEP youth and adults.

The purpose of the school-to-work priority is to support a structured transition from school to work for economically disadvantaged youth, especially those with disabilities. Programs may include entry employment experiences, tryout employment, work experience, cooperative education programs, programs to develop work habits, school-to-work transition assistance including job clubs, job search assistance and job counseling.

In addition, the State University of New York administers two programs that serve the adult population. One is the Youth Internship Program. This was funded by the state at $1 million in 1987-88. It provides classroom remedial instruction and skills training and internships with local firms for unemployed, out-of-school youth in areas of the state with greatest need. Services are delivered through the community colleges. The other program is the Educational Opportunity Centers (EOCs) funded by the state at $24.1 million in 1987-88. There are 11 centers statewide located in urban areas that are administered through SUNY campuses. The target population is educationally and economically disadvantaged adults. The program serves about 11,000 per year. Among the services the centers provide are basic skills, ESL, GED, college preparatory studies, vocational skills preparation, and life skills preparation. No data are available on the number of LEP adults served in these two programs.

A summary of programs administered by the State Education Department that provide employment training and related services to adults and out-of-school youth is shown in Table 7, but state administrators generally do not have data on the number of LEP adults served.

2. Postsecondary Educational Institutions and Community Colleges

Funds for vocational education and related services are provided to the 36 community colleges and other higher educational institutions in the state. Approximately 28%, or over $11 million, of Carl Perkins Title II, Part A and B, funds are distributed for vocational educational programs to postsecondary institutions, including community colleges, proprietary schools, and educational opportunity centers . A total of 76 such institutions receive funds to serve adults.

Approximately 11.8% of the Title II disadvantaged funds to post secondary institutions are designated for LEP related programs. This funding allocation is based on the percent of LEP adults enrolled and reported by each institution as disadvantaged vocational student FTEs. The Bureau of Grants Administration under the Assistant Commissioner for Higher Education Services maintains enrollment data on LEP adults by institution and

TABLE 7
EMPLOYMENT RELATED PROGRAMS FOR ADULTS AND OUT-OF-SCHOOL YOUTH
ADMINISTERED BY THE STATE EDUCATION DEPARTMENT

Program	Authorization	Program Services	Target Group	Number of Participants	1987-88 Funding	Source of Funding	Eligibility Criteria
JTPA State Ed. Coord. & Grants (8%) Program	JTPA Title IIA	Basic Skills, Employer-Specific Training	Economically Disadvantaged	5,000 per yr. (avg.)	$10 million + match required	Federal JTPA + match	Econ. Disadv. or their Employers
Carl Perkins Voc. Ed Act of 1985	Federal Statute	Vocational Education	Educationally Disadvantaged	219 Education Agencies	$53,862,470	Federal appropriation	Ed. Disadv. or their Employers
SEED-SABA/ED2 Linkage Projects	JTPA-Section 123	Education/Training	Residents in a Economic Development Zone	Unknown	$400,000 (approximately)	JTPA 8% (Federal funds)	Anyone living in an EDS. Focus on in-school youth.
Equivalent Attendance State Aid	State Ed. Law Section 3602	Basic skills, GED, occ.ed., work experience, life skills	Youth 16-20	4,500 (approximately)	$3 million (approximately)	State appropriation	In-school and out-of school youth
Adult Ed. Act Program	U.S. Adult Education Act	Basic ed., ESL, GED, life skills	Persons lacking H.S. Diploma	150,000	$7.1 million	Federal appropriation	Persons 18 and over without a H.S. Diploma
Welfare Education Program	State Ed. Law 207 & Title XX Social Security	Basic education GED ESL	Public Ass't. Recipients/ Economic Disadvantaged	150,000	$8.0 million	State appropriation	Persons 18 + over without a H.S. Diploma, Who are Also P.A. Recipients or Low Income
Schools as Community Sites	Legislative Appropriation	Instruction and Supplementary Services	Youth and Adults	NA	$1.5 million	State appropriation	Youth/Adults in Econ.Dispressed Areas
Independent Living Centers	U.S. Rehabilitation Act	Employment Related	Persons with Disabilities	NA	State: $5.5 mil. Fed: $1 mil.	State and Federal	Disability with Employment Potential
Voc.Rehab. Program	U.S. Rehabilitation	Employment Related	Persons with Disabilities	29,000 + (active caseload)	State: $17.2 mil. Fed: $67.5 mil.	State and Federal	Disability with Employment Potential
Sheltered Employment Program	State Ed. Law Article 21	Employment and Training	Persons with Disabilities	18,000 +	$41,413,550	State	Long-term Sheltered Worker

Source: New York State Job Training Partnership Council

allocates funds for LEP adults accordingly. Approximately $327,463 of the $2,768,750 shown for disadvantaged in Table 5 has been allocated thus far in FY 1989 for vocational programs for LEP adults in New York's postsecondary institutions. The postsecondary program defines a disadvantaged student as one eligible for State tuition assistance through the Tuition Assistance Program (TAP).

The programs offer a variety of vocational services to LEP students, including assessment and counseling services, basic education (reading, mathematics and writing remediation), general ESL classes, bilingual tutors, skills/drills through computer based instruction, selected skill training, and transportation.

In addition to vocational services supported by Carl Perkins funds, the community colleges provide vocational training and related employment services for a wide range of state agencies. For instance, the community colleges provide vocational training funded by the State Department of Social Services Comprehensive Employment Program (CEP), JTPA, Refugee Assistance Program, and Department of Labor.

3. State Department of Labor

By far the largest funding source that provides employment training for adults and out-of-school youth is the JTPA program administered by the State Department of Labor (DOL). As shown in Table 8, there are also two other federally-funded programs and one state-funded program administered by the DOL that serve adults. Decisions concerning the extent to which the LEP adult population is served are made by the local service delivery areas. Data on the number of LEP adults served are not compiled on the state level.

4. State Department of Social Services

The New York State Department of Social Services is a state supervised, locally-administered program providing a wide array of income maintenance, child and family support services, education and employment training, and medical assistance for public assistance recipients. These services are

TABLE 8
EMPLOYMENT RELATED PROGRAMS FOR ADULTS AND OUT-OF-SCHOOL YOUTH
ADMINISTERED BY THE STATE DEPARTMENT OF LABOR

Program	Authorization	Program Services	Target Group	Number of Participants	1987-88 Funding	Source of Funding	Eligibility Criteria
JTPA Training Services for Economically Disadvantaged Youth & Adults	Federal JTPA Title IIA	Employment and Training	Economically Disadvantaged	66,000	$120,132,026	Federal	Economically Disadvantaged
Summer Youth Employment & Training	Federal JTPA Title IIB	Employment and Training	Economically Disadvantaged Youth	50,000	$ 40,357,817	Federal	Economically Disadvantaged Youth 14-21
Youth Work Skills Training Program	State Budget Appropriation	Employment and Training	Out-of-School Youth	370	$ 2,000,000	State Budget	Economically Out-of-School Youth Ages 16-19
Joint High School & College Program	State Job Service Plan	Job Search Assistance	High School & College Students	12,072	$ 2,070,000	Federal Wagner-Peyser	Priority given to drop-outs & high school seniors
Targeted Jobs Tax Credit (TJTC) Program	IRS Code 44B	Job Search Assistance	Economically	40,000	$ 1,017,211	Federal	Tax credits are authorized for employers who hire TJTC persons

Source: New York Job Training Partnership Council.

administered by 57 local social service districts. There are three major programs that provide employment training or related services to adults: (a) Refugee Assistance Program; (b) Comprehensive Employment Program (CEP); and (c) Key States Initiative Project.

The first of these, the Refugee Assistance Program, is the only program that specifically targets LEP adults. This program is funded primarily by the Federal Office of Refugee Resettlement and is administered by the Division of Child and Family Services. The Comprehensive Employment Program (CEP), which is part of the Bureau of Employment Programs in the Income Maintenance Division, also provides a wide range of vocational and employment related services for public assistance recipients, including LEP adults and out-of-school youth. No data are available on numbers of LEP adults served since state-level data on language background and ethnicity are not maintained. The Key States Initiative (KSI) project funds two special projects in the New York City area that target LEP adults and their families. All of these programs are described in more detail below. In addition, as shown in Table 9, the State Department of Social Services also provides a variety of other employment related services for adults, but does not have data on the number of LEP participants.

The Refugee Assistance Program serves refugees and entrants through 29 local service providers consisting of a combination of community-based organizations (CBOs) and mutual assistance associations (MAAs). MAAs are local organizations managed and run by refugees. Their goal is to promote refugee self-sufficiency. These local providers offer vocational training, ESL, employment services and family support services such as day care, and transportation. ESL is the preferred model of instruction. Each provider must use bilingual aides so the program can assure that outreach, assessment, and job development services are available to all participants. This model is used primarily because of the wide range of language groups in the state. For example, one provider in New York City serves refugees from at least seven different language groups, including Afghan, Cambodian, Czechoslovakian, Ethiopian, Polish, Romanian, and Russian. Increases are expected in the number of Russian Jews as well as refugees from Southern Europe and a variety of African nations.

TABLE 9
EMPLOYMENT RELATED PROGRAMS FOR ADULTS AND OUT-OF-SCHOOL YOUTH
ADMINISTERED BY THE STATE DEPARTMENT OF SOCIAL SERVICES

Program	Authorization	Program Services	Target Group	Number of Participants	1987-88 Funding	Source of Funding	Eligibility Criteria
Comprehensive Employment Program (CEP)	State Social Services Law Section 131.7A	Through Local plans: Job clubs, employment related training, supervised job search, vocational training, basic education, individual assessment, work experience, and OJT through the Training and Employment Assistance Program (TEAP)	Public Assistance	25,589	NA	Federal, State, Local	Employable recipients of P.A. under AFDC or Home relief
Refugee Assistance Program	U.S. Refugee Act of 1980, Title IV and Refugee Education Assistance Act, Title V	A range of services including Language training/ employment services, vocational training, counseling assessment, day care and transportation	Refugee entrants	7,000	$5 million	Federal office of Refugee Resettlement	Persons with INS status as refugee or entrant and age and family income requirements
Voc. Rehab. for Blind and Visually Handicapped	U.S. Rehab. Act	Employment related rehabilitation	Legally blind handicapped persons	NA	NA	NA	Legally blind recipients who can be expected to benefit from voc.rehabilitation
Teen-age Day Care (TAP)	Aid to Localities State Budget	Day care for persons pursuing GED	Teenage parents	NA	$2.0 million	State	Parents under 21 with income up to 273% of poverty who are pursuing GED
Teenage Servcs. Act (TASA)	NYS Social	Case Management	Pregnant/parenting adolescents	800-1,000	$1 million (pilot projects)	State	Pregnant/parenting adolescents, especially on public assistance
Independent Living Program	Social Security Act	Academic Support; Vocational Trn'g.	Ages 16-21 in Foster Care	6,303	$7.5 million	Federal	Ages 16-21 in foster care with goal of independent living
Work Incentive Demonstration Program	U.S. Social Security Act, Title IVA	Employability development, testing, job counseling, search & voc.trng.	AFDC recipients	170,676 (FY 86)	$10.8 million $ 8.9 million part of FY87	Federal WIN Demo Grant and Title IVA SSA Funds	All AFDC clients Mandatory participation

The CEP serves LEP persons who are not refugees or entrants but who are eligible for public assistance. The CEP has three major components, employment program activities, employability or support services, and interagency coordination initiatives. There are eight employment program activities, including individual assessment and employability development planning, training and employment assistance program (TEAP), supervised job search, job clubs, vocational training, employment-related training, educational training, and work experience. The educational training component is the only one that targets LEP adults. Such services as literacy training, basic education, ESL, and GED are provided by local school systems, BOCES and adult learning centers. While the Department of Social Services does not promote a specific model of vocational/employment training for the LEP population, providers are encouraged to use a vocational ESL or VESL model.

In addition to these training activities, the CEP provides five types of support services. These are transportation, lunch allowance, clothing allowance, payments for books, tuition and supplies, and extended medical assistance. Also, through the CEP, the State Department of Social Services administers a variety of interagency coordination projects which serve LEP adults and youth. Some of these are:

- ten vocational education projects jointly funded with Federal Vocational Rehabilitation Act funds from the State Department of Education (SED) to develop comprehensive services for AFDC recipients;
- JTPA coordination occurs through DSS participation on the State Job Training Coordinating Council and through local SDA established targets for serving public assistance recipients in the JTPA Title IIA services;
- the Work Incentive Program (WIN) funded by the DOL focuses much of its services on AFDC clients; and
- a joint project funded on a 50-50 basis ($300,000 each) through Title IV of the Social Services Administration and Carl Perkins funds from the SED to encourage local school districts and local social service districts to work together in providing basic/remedial education, occupational education, skills training and support services to AFDC clients, high school dropouts, homeless and mothers with children under six years of age.

The Key States Initiative (KSI) is a national demonstration project which is being carried out in the five key states of New York, Michigan, Minnesota, Pennsylvania and Washington. Two of the KSI projects in New York target LEP persons from Afghanistan, Vietnam and Cambodia, three groups with high welfare dependency rates. One of the primary objectives of this program is to reach and serve families with multiple wage earners. VESL is used as a general approach to the training. This program allocated $500,000 for two projects in Queens and the Bronx in New York City. Each project has a case management team with an employment counselor and a bilingual aide.

5. State Division for Youth

The State Division for Youth (DFY) is the juvenile arm of the justice system. Table 10 summarizes employment training and related services administered by this agency. In addition to these programs, the DFY has a Bilingual Education Demonstration Project (BEDP) that is federally-funded by ESEA Title VII (Bilingual Education Act). This program provides a bilingual/bicultural program of study and a family resource worker for Spanish speaking LEP youths, many of whom have severe educational deficiencies. Approximately 12% of the total of 2,395 youth admitted to DFY residential programs in 1983 were Hispanic inner-city youngsters ages 14-20.

B. Planning and Coordination of Services

The state does not promote any specific statewide model of employment training and related services for LEP adults and out-of-school youth. Further, none of the state agencies collect or use data on a consistent basis to assess needs or plan employment training programs for LEP adults and out-of-school youth. The 1980 Census data have been used to estimate the number of LEP persons in the state and some agencies maintain enrollment data on LEP adults. However, definitions of limited English proficiency vary across agencies.

Coordination among state agencies is driven by legislative requirements. This means that the Department of Labor (primarily JTPA), the Education Department, the Department of Social Services, and the State Division of Youth coordinate employment training and related services for adults and out-of-school youth, with each other, but there is little focus on LEP persons.

TABLE 10
EMPLOYMENT RELATED PROGRAMS FOR ADULTS AND OUT-OF-SCHOOL YOUTH
ADMINISTERED BY THE STATE DIVISION FOR YOUTH

Program	Authorization	Program Services	Target Group	Number of Participants	1987-88 Funding	Source of Funding	Eligibility Criteria
Local Services	Exc. Law 19A	Employment Related Multi-service	Youth	NA	$54 million	State	Counties and municipalities based on target group
Residential Employability Development Program	State Legislation Appropriation	Assess., OJT, Job Development and Placement	Division for Youth	1,800	$3.3 million	State	Residents of DFY facilities
Job Development Program	State Legislation Appropriation	Assess., counseling, skills training, placement, support services	Division for Youth	600	$680,000	State	All division of youth clients 16+ over in aftercase status, etc.
Residential Transitional Occ. Ed.	Perkins Voc. Ed. Act of 1985	Voc.Training, Guidance, Placement	Division for Youth	2,715	$312,000	Perkins Funds	Youth in DFY community access facilities and in transition from facility to community life
DFY Maintenance Team Programs	State Legislation Appropriation	OJT, Counseling, Family Planning, Life Skills	DFY Youth	50	$229,000	State	Clients in DFY community access facilities on after case status

Source: New York State Job Training Partnership Council.

In sum, many programs administered by state agencies provide employment training and related services to disadvantaged groups, including LEP adults and out-of-school youth. Without adequate data, however, it is not possible to assess at the state level the extent to which the needs of the LEP population are being met.

Policy and services for LEP adults in a metropolitan area (New York City) and a small city (Amsterdam) are discussed in the next sections of this case study.

IV. NEW YORK CITY

According to the 1980 Census, the total population of New York City, was 7,071,639 (40% of the state total).

A. The LEP Population

There is little reliable data on the current LEP adult population in New York City. The most available and extensive population data for the City are still taken from the 1980 Census (see Table 11). Although these data reveal a large language minority population, most of the respondents to this study assume that the size of the LEP population is greater in 1988 because of extensive immigration during the 1980s.

TABLE 11

1980 CENSUS DATA FOR METROPOLITAN NEW YORK CITY

Total population	7,071,639
Percentage who speak a language other than English at home (5 years and over)	35.5
Percentage foreign born	23.6
Percentage naturalized citizens	12.3
Percentage not citizens	11.3
Percentage Spanish origin	19.9
Percentage Puerto Rican origin	12.1
Percentage Asian origin	3.4
Percentage who speak Spanish at home	18.2
Percentage who speak European languages at home	8.7
Percentage who speak Chinese at home	1.6

Spanish is spoken at home by over one million people, or 18.2% of the City's population, according to the 1980 Census. The Spanish origin population represents 20% of the population, with Puerto Ricans accounting for about 61%

of that total. Respondents report that Spanish is the native language for about 75% of LEP students in the City's schools. This is supported by a monitoring report titled "Services to Limited English Proficient Students in the New York City Public Schools" from the Educational Priorities Panel and conducted by Interface, August, 1987.

Education, training, and social service programs are being called on to serve LEP adults from many different language groups. One agency reported that there are at least 60 languages being spoken, and representatives of the Board of Education suggest that there are 90 different "first languages" spoken within the LEP population. While there is some debate over the number of different languages, there is no disagreement about the increasing need for vocational training services for the LEP population in the City. Increasing numbers of refugees, entrants, immigrants and others are coming to the City from Southeast Asia, the Middle East, Eastern Europe, the Soviet Union, etc. According to several respondents, planning and developing programs for the Spanish-speaking LEP population is the easy part of the process of providing vocational services to the LEP population in New York City. Developing instructional models for the wide mix of language groups is one matter, but except for Spanish and Chinese, finding bilingual staff in the wide range of language groups who are qualified to offer training in a specific skill area is even more difficult, if not impossible.

B. The Economy

In 1987, the overall unemployment rate in the State of New York fell to a new low of 4.9%. Although 105,000 new jobs were added in New York City during that year, the unemployment rate in the City was 5.8%. This was the lowest rate since 1970, but was higher than the average for the State. This low unemployment rate, however, disguises the conditions of at-risk youth in the City. During 1986, when the overall rate for the City was nearing 6%, the unemployment rate for teenagers in the labor force was nearer 20% overall. In some sections of the City, e.g., South Bronx, nearly 70% of teenage or at-risk youth were unemployed.

According to the 1980 Census, the median household income in the City was almost 20% lower than the State median ($13,854 for the City and $16,647 for the State). Further, the median household income for the Spanish origin population of the city was approximately 30% less than the median household income for the total population of the City. There is also an ever increasing proportion of single-parent families residing in the City. The New York City Department of Employment reports that over half of all female-headed households in the State reside in New York City itself. A large proportion of these are Hispanic. As shown in 1980 Census (see Table 12), 38.2% of Spanish households had a female head of household with no husband present, compared to 25.8% of the total population.

TABLE 12

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATION OF NEW YORK CITY: 1980 CENSUS

Characteristics	Spanish Origin Population	Total Population
Number	1,406,389	7,071,639
Median household income in 1979	9,676	13,854
Median family income in 1979	10,415	16,818
Percentage families below poverty	34.5	17.2
Percentage high school graduates	39.5	60.2
Percentage unemployed	10.9	7.7
Percentage in manufacturing	30.1	17.4
Percentage in retail	14.4	13.3
Percentage in professional and related services	16.1	23.1
Percentage ages 16-19 not enrolled in school, not H.S. graduate	NA	15.6
Percentage persons under 18 living with both parents	48.1	59.5
Female head of Household with no husband present	38.2	25.8

These data give a less than positive overview of the economic forces affecting the system of service providers of vocational education, training, and support services for the LEP adult population in the City. One respondent, who is the chief administrator of one of the City's key agencies in this system, describes New York City as a "city-at-risk," a City with a crumbling infrastructure, ever decreasing resources to serve an ever increasing LEP population in need of employment related services. Although Hispanics are over-represented in this population needing services, they are under-represented in those receiving services. Other agencies report language groups other than Hispanics who are even harder to reach, e.g., Iranians, Russians, and Cambodians. Many of these language groups settle in isolated areas. Some of the agency staff interviewed see these small closed language-based communities as isolated and the most difficult to reach. Others, however, expressed greater concern about the extremely high number of teen parents, high school dropouts and the 16-24 year old Hispanic females with no support, skills or possibilities for employment. It was reported that over one-third of all AFDC and related clients need ESL training.

The crowded and dense urban environment of the City makes access to services extremely difficult for some groups that tend to live in isolated neighborhoods. According to several respondents, groups who have been in the U.S. for several years or longer have tended to lose their own native language competencies, if they had any native language skills when they arrived in the U.S., and have not developed corresponding English language skills. These program administrators indicate that LEP adults need to be recruited into programs within the first six months in the U.S. in order for them to be reached before this cycle begins.

C. Organizations Providing Services

There are six major providers of vocational training and employment related services in New York City. These are:

- New York City Board of Education;
- New York City Department of Employment;
- New York Department of Human Resources;
- City University of New York;

- Community-based organizations, private, non-profit and religious groups; and
- Proprietary schools.

In a city of the size and complexity of New York City, it seems somewhat unusual to describe these organizations as operating at the "local level." Even so, from a funding, resource flow, and delivery perspective, these organizations are functioning at such a level. There are an estimated 750 local public schools, CBOs, churches, proprietary schools, community colleges, employment assessment and placement centers, and libraries delivering vocational training and employment services for and/or through the sponsorship of the above six organizational entities. Albeit indirect, all of these organizations deliver some services to the LEP adult population. Some of the CBOs and non-profit programs are totally dedicated to serving LEP adults. The first four major organizations in this list, of course, have a broad public mission of serving a diverse and comprehensive segment of the population.

1. The Board of Education

The Board of Education receives over $15 million in Carl Perkins funds annually from the State Education Department. According to budget records in the Office of Occupational Education, 30% of these funds are designated to serve the disadvantaged, instead of the normal 22% set-aside. The additional 8% is taken from Part B funds. This office allocates about 42% of the disadvantaged funds to serve LEP students in "specific and visible ways." Most of these funds go to the High School Division, with about 10% of the 42% going to serve LEP adults.

The Board of Education also receives funds from city tax levy, JTPA, and other federal programs serving the disadvantaged. The Board's Adult Education Program, for example, receives funding from the Federal Adult Education Act, 8% JTPA set aside, state-supported Employment Preparation Education (EPE), Mayor's Literacy Initiative, Mutual Assistance Corporation or "Big Mac" funds, State Economic Development funds, Refugee Assistance Program, and private funds from industry and unions for specialized training.

The Adult Education Program, offers comprehensive services to LEP adults including basic literacy for non-English speakers, ABE, ESL, occupational preparation and counseling, and life survival skills training. The program serves over 100,000 ESL students per year. Although the exact number of LEP adults in this program is not known, the number on the waiting lists for ESL classes is used as an indicator of the need for services for the LEP population. With an active waiting list of over 7,000 LEP adults for ESL classes alone, respondents estimate that even if all of their resources were applied to ESL and related occupational training, there would still be a waiting list for services to adults with limited-English backgrounds.

ESL classes are offered at 300 different sites throughout the City. In addition, four comprehensive adult learning centers in Brooklyn, Harlem, Queens and Crown Heights provide special occupational training for LEP adults in clerical, data entry, air conditioning, and auto mechanics. The administrator of this program says that data entry is one of the most popular and effective occupational programs for LEP adults offered by the Board of Education. Respondents indicate that little advertising is necessary for these programs given the scope of the current waiting lists.

Most recruiting for occupational programs is done at ABE and ESL classes. LEP adults with only basic ESL training have difficulty qualifying for many occupational training programs, including JTPA. The eligibility criteria for JTPA include testing at the 8th grade level on most placement tests. Training programs in which LEP adults with some ESL training might have traditionally been accepted no longer accept them. For example, the Board of Education's Licensed Practical Nurse program receives over 3,000 applications for only 140 slots at just two of its adult learning centers. Thus, the bulk of the Board's services for LEP adults is related to literacy rather than occupational training.

2. The Mayor's Department of Employment (DOE)

DOE receives about $80 million in JTPA funds from the 78% set aside. A PIC that functions as an oversite board for this department also has a small

staff and serves as one of the JTPA contractors, receiving about 13% of the 78% funds. Since the NY State Education Department distributes 8% JTPA funds to the SDAs for local-level programs, this department receives 8% funds for "school-to-work" transition and for basic skills. As a goal, the DOE seeks to serve the disadvantaged instead of the unemployed through its JTPA program. The DOE is attempting to target its services and efforts toward the poorest of the "greatest-in-need."

LEP adults are reached first through the TAP Centers located throughout the City's five boroughs. The Department of Employment allocates over $8 million of its JTPA program funds to serve approximately 35,000 clients per year in its TAP Centers. TAP services include recruitment, assessment, counseling, job preparation and placement. LEP adults also receive basic skills training, ESL, and remedial services through the JTPA 8% funds distributed by the DOE to 15 city-wide providers including four community colleges, the Board of Education, nine CBOs, and one church. The DOE does not have reliable data on the number of LEP adults served in the TAP Centers. All services at the TAP Centers other than actual skill training are provided in a variety of native languages other than English.

In addition to the TAP services, the DOE provides vocational services to the homeless, AFDC mothers, drug addicted veterans, inmates in city correctional institutions, youth offenders on probation, and youth who have "aged-out" of foster care. Over 21,000 older youths who are too old for foster care are in need of vocational and work experience services. A fair percentage of these youth are LEP. The exact number is not known, however.

3. The Department of Human Resources (DHR)

DHR is the primary social services agency for the City. This agency receives funding from the State Work Incentive Program (WIN) jointly sponsored by the NY Department of Social Services and the Department of Labor. Under this joint arrangement, the DHR operates several special programs aimed at reducing protracted welfare dependency and at assisting AFDC clients in achieving self-sufficiency. The Office of Employment

Programs also administers a city-wide "workfare" program that provides vocational education, training, job search and related support services for AFDC clients. The workfare program maintains a referral network of over 600 training programs in the City to which AFDC clients are referred for assessment, counseling, training and placement.

The City Workfare Program serves over 100,000 adults who are on public assistance. A variety of types of employment related services are provided, including:

- work experience programs;
- skill or occupational training;
- job search;
- work assignments; and
- job placement.

It was estimated that over one-third of participants in the Workfare Program need ESL training; most are Hispanic. Even so, these individuals are not identified as LEP or as needing ESL. The program does serve some clients who speak no English by assigning them to work experience crews.

One of the most significant features of the DHR program is its referral network of local neighborhood training programs. The Central Training Unit in the Office of Employment Services maintains a computer-generated master list of over 600 providers. A Central Training Unit staff of four maintains, updates, and distributes extensive information to all local DHR offices. A provider profile includes such information as agency name, address, telephone number, primary contact person, location of training sites, entry restrictions, description of services, entry criteria, training cycles and schedules, documentation required, and travel directions. Highlights of referrals by month are also circulated to various key offices. Other monitoring and evaluation activities are carried out on a periodic basis. This provides for considerable networking and coordination at the local borough level.

4. The City University of New York (CUNY)

CUNY is the primary recipient of the Mayor's New York City Literacy Initiative funds in the amount of $3.5 million. Through a competitive RFP process, CUNY distributes these funds to 14 of the 17 institutions of higher education (IHEs) in the City. A little more than half of these funds are devoted to ESL services. There are six community colleges operated under the auspices of CUNY. A University Plan for using Perkins funds is developed by the Office of the Vice Chancellor for Academic Affairs. However, each IHE in the CUNY system receives Carl Perkins funds directly by formula from the New York State Office of Postsecondary Program Support. Several of the community colleges receive financial support for vocational services for out-of-school youth from State categorical funding for youth. Individual campuses support vocational services for the LEP population through a variety of other City, State, and Federal funding sources, including the JTPA and State Refugee Assistance Program.

Community colleges operated under the general administration of CUNY offer extensive vocational training and ESL programs in six different sites around the City including the Boroughs for Manhattan Community College, Bronx Community College, Eugenio Maria de Hostos Community College (Bronx), Fiorello H. Laguardia Community College (Queens), Kingsborough Community College (Brooklyn), and Queensborough Community College (Queens). Using Carl Perkins funds, the community colleges provide non-credit and regular credit courses for LEP adults. Tutoring for individualized problems, ESL labs for self-paced instruction, support services, and language arts workshops are available for LEP adults who enroll in credit courses and who need ESL training.

5. Community-Based Organizations

There are also hundreds of community-based, non-profit, and religious organizations that provide vocational training and related services throughout the five boroughs of the City. Most of these organizations receive funding from one of the programs described above. These borough

level providers are also supported by various federal discretionary programs as well as private funds from foundations and individual donors. Many of these have been established as refugee resettlement agencies supporting the location and transition of refugees and immigrants to this country.

Many borough-level organizations direct all of their efforts toward serving the LEP adult population, for example the New York Association for New Americans (NIANA). This is a non-profit private agency created to support the settlement, transition and self-sufficiency of refugees. NIANA has a Federal grant from the Bilingual Vocational Education Program in the U.S. Department of Education to provide training in three occupational areas: data entry, furniture finishing and architectural drafting. As shown in Table 13, each of these skill areas is matched with a specific language group and uses a particular instructional model.

TABLE 13

OVERVIEW OF NIANA's BVT PROGRAM

Language Group	Occupational Skill Area	Instructional Approach Used	Bilingual Staff
Cambodian	Furniture Refinishing	Occupational Instruction in English	Bilingual Aide
Iranian	Data Entry	Occupational Instruction in English, and ESL	Farsi Aide in Data Entry and ESL class
Russian	Drafting	Occupational Instruction in Russian, and ESL	No aide

Four primary criteria are used to select the approaches used. They are:

- extent of technical terminology required on the job;
- English language skills of the participants;
- demands of the work situation; and
- literacy in the native language.

6. Proprietary Schools

The final type of organization, proprietary schools, consists of a wide range of private nondegree-granting trade, technical, business and correspondence schools. Many of these are licensed by the State Education Department and perform training under contract for JTPA, Refugee Assistance Program and other public funding sources. These schools normally charge fees and tuition. Many of them are eligible for Pell Grants and other individual student tuition assistance and Federal loan programs.

D. Planning and Coordination

Based on interviews and reviews of various program documents, there is little evidence of official or formal coordination of vocational services for LEP adults at the City-wide level. One key respondent indicated that coordination at the program administration level is very poor in general and almost nonexistent in addressing services for LEP adults. A number of respondents stressed the importance of integrating services at the service delivery level, and described informal planning meetings held between different agencies as required by cross-funding or other jointly funded special projects. For example, the Board of Education receives 8% JTPA funding from the New York City SDA (administered by the DOE). These two meet periodically to discuss funding, reporting, and other program issues.

The Department of Human Resources Workfare Program, in developing and maintaining its training program referral system works with a variety of local schools as well as the Board's Adult Education Program. In referring clients to the wide range of community-based and non-profit training programs, there is considerable interaction at the service delivery level between DHR Workfare Program staff and these training programs. Although it is clear that these

referrals facilitate linkages and coordination between service provider staff from several different agencies, it is not clear whether and how agency program planning and policy decisions are informed by these activities.

All respondents expressed great concern that the training needs of out-of-school youth and disadvantaged adults in general far exceed the extremely limited vocational training resources for meeting these needs. Several respondents indicated, however, that there would be no shortage of training programs ready and willing to meet these needs in general and to serve the LEP adult population in particular, if funding were available. Several key respondents said that with so many different organizations working to serve the same population and with limited resources to do so, program coordination and evaluation across agencies is imperative. One Board of Education administrator indicated this would prevent unnecessary duplication of the same services funded by different agencies. This respondent described the JTPA 8% program as one of those duplications. This program funds 15 local providers in the City for school to work transition and basic skills training activities. According to this respondent, these services replicate existing activities funded by the sex equity part of Perkins Act (a small program), and the ABE program funded by the Adult Education Act. It is important to note, however, that the 8% JTPA set-aside is instrumental in creating the need and opportunity for coordination between the Board of Education, community colleges, several CBOs and the DOE.

E. Additional Service Needs

According to almost all respondents, the "poorest in greatest need of vocational training and employment services" are not being served by the vocational programs in the City. There seems to be total agreement that a great number of LEP adults unable to speak English at all and unable to read or write above the third or fourth grade level are not being served. Moreover, all respondents expressed concern about the lack of services for the City's youth, especially those who live in isolation in the poorest neighborhoods in the City.

It was also indicated that whereas greater "entrepreneurial zeal" is needed on the part of many public supported providers, the opposite is true for many of the proprietary schools. These private for-profit schools encourage adults to obtain Pell grants and other loans without providing the necessary support to ensure that these students remain in the program long enough to get the skills needed to earn the money to repay these loans. There is a major gap in financial and career counseling for LEP adults, especially for refugees and immigrants. Greater efforts need to be made in recruiting those who are traditionally defined as the "hard to serve." There is complete agreement that the overall economy and labor market of New York City depend on these sources of labor.

V. AMSTERDAM, NEW YORK

Amsterdam is located in Montgomery County on the Mohawk River in the foothills of the Adirondack Mountains. It is primarily a manufacturing town set in a rural county approximately 35 miles northwest of Albany.

A. The LEP Population

According to the 1980 Census, the population of Amsterdam was 21,872. As shown in Table 14, a significant percentage of residents speak a language other than English at home (22.3%). Almost 8% of Amsterdam's population is foreign born. The largest percentages of these individuals are from Poland and Italy. Over six percent of Amsterdam's population is Hispanic, 65% of whom are Puerto Rican. Other Hispanics are primarily from Central America.

TABLE 14

SELECTED POPULATION DATA FOR AMSTERDAM, NEW YORK
1980 CENSUS

Total Population	21,872
Percentage Who Speak a Language Other than English at Home	22.3
Percentage Foreign Born	7.9
Percentage Who Speak Polish at Home	8.5
Percentage Who Speak Italian at Home	5.0
Percentage Who Speak Spanish at Home	5.9

The most recent immigrants from Poland, Italy, and Central American are fairly well educated and skilled. Many are underemployed because of their limited English proficiency and inability to get credentialed in their own fields. The Puerto Ricans, on the other hand, move freely between Puerto Rico and the mainland. They tend to be less educated and skilled.

Compared to the total population of Amsterdam, the Hispanics do less well economically. Table 15 provides selected data on the Spanish origin population

compared to the total population of Amsterdam. The data indicate that Hispanics have lower incomes and lower levels of education. They also have higher percentages of persons living below poverty and higher rates of unemployment. Hispanic families are somewhat larger and have lower percentages of persons under age 18 living with both parents. They are also much more likely to be employed in manufacturing and less likely to work in retail trades or professional and related services, compared to the total population of Amsterdam.

TABLE 15

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF AMSTERDAM: 1980 CENSUS

Characteristics	Spanish Origin Population	Total Population
Number	1,366	21,872
Median household income in 1979	$10,368	$12,511
Median family income in 1979	$14,844	$16,867
Percentage below poverty	26.6	8.2
Percentage high school graduates	37.5	58.0
Percentage unemployed	9.2	7.2
Percentage in manufacturing	60.1	36.7
Percentage in retail	8.9	13.4
Percentage in professional and related services	9.0	19.9
Percentage persons under 18 living with both parents	61.7	73.2
Mean number of children ever born	1.4	1.1

B. The Economy

Amsterdam is doing about as well economically as the State of New York as a whole. The median income in Amsterdam is lower than it is for the State, but so is the cost of living. The unemployment rate in 1980 was about 7% for both Amsterdam and the State, but the State has a higher poverty rate (10.8%) than Amsterdam (8.2%).

The major problem in Amsterdam is that the economy is in a period of transition. In this respect, the town is a microcosm of many areas in the country that relied heavily on production type manufacturing in the past that is now being done overseas. For many years, Amsterdam was the carpet manufacturing capital of the region. This and similar industries required large, unskilled, low paid labor forces. More recently, a large toy manufacturer hired about 5,000 workers, but has reduced its workforce to about 1,500 and may close.

These industries drew large numbers of unskilled workers, many from Puerto Rico, because people were assured jobs that required little or no training. They could move freely in and out of employment and back and forth between Puerto Rico or other areas and Amsterdam, almost at will. This back and forth migration tended to reinforce their use of Spanish and reduce their commitment to employment training.

Most of the factories that engaged in production manufacturing have closed, leaving large, antiquated, and rusting facilities. New industry has moved in. But these new industries typically require smaller facilities, employ about 100 to 200 workers, on average, and depend on a more skilled labor force.

The result of this transition is that jobs are scarce and those that are available require a better educated, more skilled, and more stable labor force. Many of the unemployed, unskilled workers that were caught up in the transition remain in the community and receive public assistance. The State of New York is more generous than most states in this regard and has no residency requirements.

The limited English proficient persons most in need of employment training are the unskilled. They require long term, multiple services, including basic skills training, if they are to move into these higher skilled jobs. Some may have to relocate because of the limited number of jobs in the community.

Montgomery County and the City of Amsterdam are relatively conservative both politically and socially. There is some mild concern about the limited English speaking population in need of employment training, but the scarcity of jobs is the primary concern.

C. Organizations Providing Services

The following organizations provide employment training and related services for adults and out-of-school youths in the community with funding from several sources:

1. Fulton-Montgomery Community College

The Community College has open enrollment and offers a variety of two year degree and one year certificate programs. The college is reimbursed by the State based on credit hours generated. Non-credit courses are offered through the college's continuing education program which currently only offers ESL and Project L.I.F.T. The ESL course teaches mostly English survival skills. Most of the 35 people currently enrolled are foreign students from Malaysia. Project L.I.F.T. identifies, assesses, and refers displaced homemakers for career re-entry. Some of the clients are Hispanic. ESL and bilingual training are available. A few of the Hispanic women from Project L.I.F.T. have gone on to the community college credit programs.

About 40% of the community college funds are obtained from the State. Another 32% is received from tuition fees. This current fiscal year, the college received about $25,000 in Perkins money which supports a small continuing education program.

2. Liberty Enterprises

This CBO provides vocational training for the handicapped, which includes the physically handicapped, mentally retarded, and persons with learning disabilities. Most funding is obtained from the State Office of Vocational Rehabilitation. The organization serves a five county area and provides services at several locations in the community. For example, they are currently working with 20 families which have a disabled member and are operating a residential program for the disabled. Most of these people have limited mobility. There are about a dozen Hispanics enrolled in the program. The organization also has a Spanish speaking case worker who works in the community with the families.

In addition, Liberty Enterprises operates a sheltered work shop for Hispanic LEP persons that is funded by JTPA. Work experience is provided while the clients are enrolled in ESL. Many of these clients are from Puerto Rico and have no marketable skills. The training includes assessment of work skills with benchmarks built into the assessment process.

3. The Private Industry Council

The PIC is the major JTPA funded organization for Fulton, Montgomery, and Schohaire counties. It primarily provides on-the-job-training (OJT) in businesses within the counties the PIC serves. The rationale for this approach is that each business only has one or two job openings, and training must be specific to the job. The PIC also funds an evening ESL program given by the Catholic Apostolate in the community. This program is designed to teach survival and employment specific skills such as how to complete a job application.

The PIC has one Hispanic outreach worker who does outreach and intake, and six marketeers who develop jobs for clients. During a specified training period the employer is reimbursed for half the cost of training. The outreach workers work closely with the marketeers. Several Hispanics have participated in this OJT program.

4. Greater Amsterdam School District

The School District receives federal adult education and Perkins funds. In 1988-89, they will get $68,683 in Perkins funds as follows: disadvantaged $4,961; handicapped $3,478; adult $18,497; Part B $21,807; single parent $14,000; and sex equity $5,940. The single parent and sex equity funds will go to the area's vocational technical center. The adult education program provides ESL, ABE, GED, and some office occupations training such as word processing and computer training.

Hamilton-Fulton-Montgomery BOCES Vocational Technical Center is primarily a secondary school that serves Hamilton, Fulton, and Montgomery Counties. A variety of vocational programs are offered, some of which are available to

adults. Most funds are obtained from the participating counties. The Center uses Perkins adult, single parent, and sex equity funds to serve adults and out-of-school youth from Amsterdam.

5. The Department of Social Services

This agency administers the AFDC funds and other welfare funds for Montgomery and surrounding counties. It contracts with other agencies for employment training and related services. Many of the AFDC recipients are Hispanic and some are limited English proficient. The Employment Division of Social Services subsidizes and/or refers eligible AFDC recipients for employment, education, and training to the PIC and the Department of Labor. Social Services also administers the Temporary Employment Assistance Program (TEAP), which is a grant diversion program. This is similar to OJT in that training is provided for a specified period of time, such as 3 months. In this program, a trainee's wages are subsidized by a grant to the employer who also receives a tax credit. The employer pays the difference between the job wage and the subsidy to the trainee.

In addition, Social Services refers AFDC recipients to the PIC for business school training that is provided in Albany. This school also offers ABE, ESL, and GED. Social Services pays for their transportation.

6. New York State Department of Labor

The local branch of DOL provides general employment services. An outreach worker from the Catholic Apostolate works one day per week with the Hispanic clientele, and the agency is in the process of hiring a Spanish speaking supervisor. The primary source of funding for this agency is the New York State Department of Labor.

7. Catholic Apostolate

The Apostolate is a CBO that provides ESL, outreach, and referral services for the Hispanic population in Amsterdam. The organization receives some JTPA funds.

8. Centro Civico

This volunteer organization provides advocacy for the Hispanic population in Amsterdam. However, it is short staffed and running out of funds.

D. Planning and Coordination

There appears to be two segments in the community that plan and coordinate services with each other. One segment consists of the Department of Labor, which includes JTPA and Employment Services, and the Department of Social Services. They are essentially tied to each other because of the work rule requirements in the AFDC legislation. The other segment consists of the educational community which includes the school district, the BOCES, and the community college. There is some coordination among the educational providers, but there is little, if any, coordination between the two segments. In fact, the PIC gives the 8% JTPA funds that are usually used to coordinate with education to the Catholic Apostolate for ESL and outreach. Besides the OJT that the PIC provides, some job training services are purchased from business schools in Schenectady and Albany, by-passing the local vocational training institutions. Neither the school district, the BOCES, nor the community college receive JTPA funds as they do in other communities. The major providers of employment training and related services for LEP adults in Amsterdam are the Social Services, Employment Services, and the PIC. The educational institutions provide some services such as ESL, but offers little job training for LEP adults even though they have large vocational education facilities.

E. Additional Service Needs

When respondents were asked about the additional need for services, the conversation always turned to the need for more jobs. An additional concern was the transiency and lack of basic skills of the most needy limited English proficient population. Several respondents stated that it is not only difficult to get this population into training programs, it is also difficult to get them to complete training and stay in a job. They have a high drop out rate from training programs and often leave their jobs without notice.

The skills and employment behavior of the limited English proficient population served well in the production manufacturing industries that used to be located in Amsterdam. However, the newer industries require more commitment and more training. There are many LEP adults in Amsterdam who are taking advantage of the training and jobs that are available, but there is an underclass that is developing as the labor intensive manufacturing industries that used to employ thousands of unskilled workers move overseas.

It is difficult to determine how much better coordination would improve services to the limited English proficient people in Amsterdam, or if it would be more cost-effective given the other problems. There is currently no lead agency that provides employment training for limited English proficient adults and out-of-school youth. JTPA is the major employment training program, but targets the economically disadvantaged, with limited English proficiency only a secondary issue. The vocational education facilities in the school district, the BOCES, and the community college are under-utilized in terms of providing short term job training for adults. However, there is not much incentive to provide these services when the job opportunities are so limited.

VOCATIONAL TRAINING FOR LEP ADULTS IN TEXAS

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VOCATIONAL TRAINING FOR LEP ADULTS IN TEXAS

I. INTRODUCTION

Texas, the third most populous state in the country according to the 1980 Census, has one of the highest percentages (21.8%) of people speaking a language other than English at home (see Table 1). The percentage of the population over 18 who speak Spanish at home was 17.5%. Over one-fifth of the population was of Spanish origin, almost all of these Mexican. Some argue that these percentages from the 1980 Census should have been higher due to an undercount of minority members of the population. Whether the reported figures are accurate or not, continued immigration into Texas from Mexico in the 1980s resulted in more and more people who are limited in their English language proficiency.

TABLE 1

SELECTED POPULATION DATA FOR TEXAS: 1980 CENSUS

Total Population	14,229,191
Percentage who speak a language other than English at home	21.8
Percentage foreign born	6.0
Percentage naturalized citizens	2.3
Percentage not citizens	3.7
Percentage Spanish origin	21.0
Percentage Mexican origin	19.3
Percentage (over 18) who speak Spanish at home	17.5

According to the 1980 Census, the economic status of that segment of the population which was of Spanish origin was below that of the overall Texas population. As shown in Table 2, the median household and family incomes in 1979 for the Spanish origin population was lower than those for the total population. The percentages of families and persons below the poverty level was higher for the Spanish origin population than for the total population. Further, a much smaller percentage of the Spanish origin population over 25 were high school graduates as compared to the general population. This may account for some of the differences in the economic indicators, but it also shows that prospects for improvement in the future are less likely than for the general population.

TABLE 2

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS IN TEXAS

1980 CENSUS

	Spanish Origin Population	Total Population
Number	2,982,583	14,229,191
Percentage of total population	21.0	100.0
Median age (years)	22.1	28.2
Median household income in 1979	$12,312	$16,708
Median family income in 1979	$13,293	$19,618
Percentage of families below poverty	24.7	11.1
Percentage of persons below poverty	28.0	14.7
Percentage of ages 25 and over who are high school graduates	35.5	62.6
Percentage of ages 16-64 with a work disability	6.4	7.6
Percentage of persons under 18 living with both parents	78.0	77.9
Mean number of children ever born	1.75	1.40
Percentage female households, no husband present, with children under 18 years	9.9	7.6

Since 1980, the economy of Texas has declined as a result of the decrease in worldwide oil prices. Table 3 provides 1987 data from the Bureau of Labor Statistics which shows an overall unemployment rate of 8.4%, and 11.3% for the Spanish origin population. That portion of the Spanish origin population which is limited English proficient is likely to have an even higher unemployment rate, especially the recent immigrants from Mexico. These figures argue for the need for vocational training and other employment related services for the LEP population in Texas.

TABLE 3

SELECTED EMPLOYMENT DATA FOR THE STATE OF TEXAS
BY RACE AND SPANISH ORIGIN: 1987 ANNUAL AVERAGES
(in thousands)

	Civilian Noninstitutional	Civilian Labor Force		Employment		Unemployment	
Race/Ethnicity	Population*	Number	Percentage of Population	Number	Percentage of Population	Number	Rate
Total	12,024	8,265	68.7	7,567	62.9	697	8.4
White	10,405	7,130	68.5	6,600	63.4	529	7.4
Black	1,360	953	70.5	806	59.2	152	15.9
Hispanic	2,697	1,769	65.6	1,569	58.2	200	11.3

Source: BLS unpublished data.

*16 years and above.

Recruitment is through television, radio, and direct contacts in clinics, schools, churches, and homes. Intake includes eligibility assessment, placement tests in English, math, and typing, and a voluntary questionnaire on personal background. Support services offered on-site include career counseling, job development, job placement, and child care. Participants also receive bus tokens, and are referred for economic assistance and health care. The costs per participant are approximately $2,600, and the recent placement rate is 69%.

E. Planning and Coordination

There appear to be few mechanisms for the planning and coordination of vocational services for LEP adults in Houston. There have been some discussions on the issue within the community college system, but the discussons were more at the awareness level than at the coordination and planning levels. The community college and JTPA grantees in Houston also have had some meetings with industry groups, but there was almost no focus on LEP adults during those meetings.

The one coordinating mechanism that was mentioned by respondents was a monthly meeting of refugee network organizations. All organizations receiving grants from the Texas Department of Human Services for refugees are required to send a representative to meetings. The group selects its own leadership, and is charged by the Department to make certain that services are complementary. A representative of the Department made a point, however, of distinguishing between complementary services (which are required) and coordinated services (which are not necessarily required). She suggested that she saw very little coordination.

At the client level, there is some case management-type coordination. The requirements for JTPA and refugee grantees include some case management activities, through no service providers labeled themselves as providing a comprehensive case management approach. In general, almost all respondents agreed that planning and coordination of vocational services for LEP adults in Houston could be greatly improved.

II. STATE POLICY REGARDING LEP ADULTS

A master plan for vocational education was promulgated by the State Board of Education in early 1987. The plan sets forth immediate and long-term objectives for vocational education and includes provisions for delivering programs through public school districts and public post-secondary institutions. At the post-secondary level, the plan is designed to meet the employment needs of the state for a skilled work force. The broad spectrum of student interests, abilities, and needs are to be met, while fulfilling the short-range and long-range demands of the public and private sectors. The plan calls for programs to be designed to meet the needs of special populations such as handicapped, disadvantaged, and limited English proficient individuals. LEP adults are included as one of several groups requiring special services. No priority is given to them over any of the others. There is no single mandated model for providing vocational training or other employment-related services to LEP adults. The state has left this to the discretion of local jurisdictions. Further, no leader or advocacy group at the state level has pushed for vocational services directly targeted at LEP adults. One of the goals of the master plan, however, is "to develop the most effective and cost efficient system for utilization of English as a Second Language (ESL and VESL) within ongoing post-secondary technical and vocational programs, and short-term, intensive training courses." The target dates for this goal is 1987-91.

Literacy instruction has been targeted as a major priority for adults and out-of-school youth in Texas. This is due to an economy which is changing from one dominated by oil and agriculture to a workplace dominated by technology, and the fact that 36% of adults have not completed high school. Although LEP adults will be included in the push for a more literate population, they have not been cited as a special target group for these services. LEP adults are treated at the state level as one of many groups requiring special services, but no effort has been made to give them a higher priority than any of the others. The state has left it to local jurisdictions to determine their own funding and programming priorities.

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. Higher Education Coordinating Board

The primary provider of vocational services to adults in Texas is the public community college and technical institute system operated by the Higher Education Coordinating Board. This agency is the recipient of Perkins funds for post-secondary programs. In Program Year 1989, the Higher Education Coordinating Board will receive 35% of the Perkins disadvantaged funds, while the Texas Education Agency, which administers secondary level programs, will receive 65% of the funds.

A total of 49 community colleges on 66 campuses, 4 campuses of the state technical institute system, 3 campuses of the Lamar University System, and 8 centers of the Texas Engineering Extension Service offer post-secondary degree and certificate vocational programs. These institutions receive state funding and federal Perkins funding to operate these programs. A total of 1,912 degree and certificate vocational programs were offered during the 1985-1986 academic year. During this same year, approximately 2,500 adult courses were also offered to meet unique community and industry needs. Overall, skill training and retraining were provided to over 136,000 adults in approved degree and certificate programs, and over 215,000 students enrolled in short-term adult vocational classes. These figures were cited in the Biennial Evaluation of Vocational Education, published by the State Board of Education in January 1987.

Respondents at the Higher Education Coordinating Board and State Council on Vocational Education indicated that the LEP population is one of several groups in need of services. However, no data on the number of LEP adults in need of vocational services has been collected. Thus, the Board has not identified LEP adults as a priority target group and no policy has been formulated which provides a certain percentage of dollars to serving this particular population. The local colleges and institutions individually decide how to divide the Perkins disadvantaged set-aside funds. It was stated that local jurisdictions have differing needs depending on the makeup of the local population. It is therefore left up to each college and institute to make

programming decisions based on the population and economy of the area it serves. Data were not reported in the Biennial Evaluation Report concerning the number of disadvantaged adults being served, nor the number who were limited English proficient. However, respondents at the State Council on Vocational Education reported that 10,200 LEP adults were served at the post-secondary level during the 1985-86 school year, out of a total of 437,000 individuals. It was stated that LEP adults are enrolled in ESL classes, mainstreamed in regular vocational classes, and given extra help through classroom aides and tutors.

B. Texas Department of Commerce

Another agency involved in the provision of vocational training and other employment-related services is the Texas Department of Commerce which administers the JTPA program. Following the national initiative, coordination and joint planning of programs funded by JTPA and the Perkins Act is an important state priority. However, no state-wide policy has been established to provide services specifically for LEP adults, which are just one of several groups in need of services. Further, no state-level model or approach to serving LEP adults has been adopted. This is left up to the local service delivery areas. Individuals served by JTPA are not identified as LEP. Rather, they are identified as at-risk youth and adults in need of services. Further, no person or office at the Department of Commerce has responsibility for services to LEP adults. Therefore, there is no one to act as a catalyst to address their needs.

On the other hand, ESL is a primary activity paid for by JTPA funds through contracts with community colleges and other organizations. ESL is provided to prepare individuals to enter mainstream vocational programs.

C. Texas Education Agency

The Texas Education Agency (TEA) is primarily responsible for education in grades K-12. As part of this responsibility, TEA administers adult basic and adult secondary education. These programs provide literacy, English language, and basic and secondary level academic skills for out-of-school youth and

adults who have less than secondary level competencies. Although not vocational in nature, these programs provide basic skills for employment and for becoming productive contributors to the economy. In 1986-87, over 204,000 out-of-school youth and adults were enrolled. Hispanics were the largest ethnic group served (51.4%). A total of 66,443 individuals were identified as limited English proficient upon entry. These individuals were enrolled in ESL and/or adult basic education (ABE) classes. Programming was the responsibility of the local school districts and adult education cooperatives. Funding for the programs are derived from the state and from the federal Adult Education Act. Amount of funding is based on student hours generated during the previous year and the number of eligible students based on the 1980 Census.

Although TEA is only responsible for secondary level vocational education (and not post-secondary training, which is the responsibility of the Higher Education Coordinating Board), some Perkins funds for adults is administered by the agency. These funds are for:

- adult training and retraining;
- apprenticeship training;
- community-based organization/local education agency vocational education support programs; and
- criminal offenders program.

The Adult Training and Retraining Program is targeted at individuals who are above the compulsory school age and belong to one of several groups defined as in need of services by the Perkins Act. LEP adults are not specifically targeted, although they may be included in one of the groups specified in the act.

The Apprenticeship Training Program provides job-skill apprenticeship training to prepare individuals who have completed high school or obtained a GED certificate. The program emphasizes on-the-job training. Along with Perkins funds, JTPA and state general revenue funds may be used by local education agencies for these programs. As with the above program, the state has not made LEP adults a priority target group of this program over other special needs groups.

Community-based organization/local education agency vocational education support programs are for outreach programs to encourage youth to enter vocational programs; attitudinal and motivational pre-vocational training; pre-vocational education and basic skills development in cooperation with businesses; pre-vocational programs targeted to inner-city youth, non-English speaking youth, and youth of other urban and rural areas with a high density of poverty; needs assessment, guidance, and counseling to assist students with selection of vocational programs.

The Criminal Offenders Programs provides vocational services to meet the special needs of individuals serving in correctional institutions. Local agencies apply for the programs and are funded based on these needs presented in their applications. Services are planned and implemented at the local agencies.

Although some LEP adults and out-of school youth may be served by these programs administered by the Texas Education Agency, none of the four specifically targets this population.

The next sections of this case study discuss services to LEP adults in two local jurisdictions: a large metropolitan area (Houston), and a smaller city (Lubbock).

IV. HOUSTON, TEXAS

A. LEP Adult Population

The City of Houston has a large population of people with language backgrounds other than English. Spanish-speakers are by far the largest non-English group. The latest 1980 Census data on language-minorities are summarized in Table 4. The data show that 20% of the population speak a language other than English at home. Almost 18% of the population is of Spanish origin, mostly Mexican.

Most respondents believed that the census data underestimate the present language-minority population. According to respondents, there are many recent immigrants in Houston. In addition, approximately 75,000 people in Houston applied for amnesty under the recent legislation; if a significant number of these individual were not counted in the census, this could have considerably influenced the reported numbers.

B. The Economy

According to the 1980 census, the unemployment rate in Houston was 3.6% overall, and 4.6% for persons of Spanish origin. These figures were better than the statewide averages of 4.0% overall and 6.4% for persons of Spanish origin.

Economic conditions in Houston have worsened dramatically in the past ten years. By 1986, the Census Bureau's Current Population Survey estimates of unemployment in the Houston Metropolitan Statistical Area were 10.9% overall and 15.4% for persons of Spanish origin. These compared unfavorably with statewide averages of 8.4% overall and 11.3% for persons of Spanish origin.

Although respondents reported that they thought that the worst of the economic downturn was over in Houston, the economy is still in a precarious position. The city government is facing serious budget deficits, and is in the process of making budget cuts which are producing political controversy.

TABLE 4

1980 CENSUS DATA: HOUSTON, TEXAS

Total population	1,595,167
Percentage who speak a language other than English at home	19.9
Percentage foreign born	9.8
Percentage naturalized citizens	2.9
Percentage not citizens	6.9
Percentage Spanish origin	17.6
Percentage Mexican origin	15.5
Percentage Puerto Rican origin	0.1
Percentage Cuban origin	0.3
Percentage other Spanish origin	1.6
Percentage Chinese	0.6
Percentage Vietnamese	0.5
Percentage Asian Indian	0.4
Percentage (13 and over) who speak Spanish at home	14.6

Within this context, respondents reported that local officials were aware of the need for additional vocational training for LEP and other adults, but that with budget constraints, no new local initiatives were possible. Many respondents are looking for additional federal support to assist Houston in economic recovery.

The language-minority population in Houston does not have a powerful voice in the affairs of the city. They are not well represented among elected officials, and Hispanic leaders feel that budget cuts have fallen particularly hard on Hispanic people. There is also some concern in the Hispanic community that non-Hispanic immigrants (especially the Vietnamese) have had access to government assistance which has not been available to Hispanic people. To the extent that refugee programs have assisted Southeast Asian immigrants, this perception is at least partially based on fact.

C. Organizations Providing Services

The major providers of vocational training services in Houston are the:

- Houston Community College System (HCCS) through its thirty campuses and other facilities;
- the 40 grantees of the Houston Job Training Partnership Council (HJTPC) (HCCS is one of these);
- the five employment and training grantees of the Texas Department of Human Services, which is funded through the federal Office of Refugee Resettlement (HCCS is also one of these); and
- a broad range of proprietary schools.

1. Houston Community College System (HCCS)

The recipients of Perkins money in Houston are the Houston School District and Houston Community College System, although only the community college provides vocational training programs for adults. HCCS will receive a total of $1,132,763 of Perkins funds in 1988-1989. Of that amount, $75,764 has been formally allocated to LEP adults. That money will be used to provide translation and secretarial services to support the Bilingual Vocational Education Program, which is a demonstration program funded by the Bilingual Vocational Training Office within the U.S. Department of Education.

HCCS is the largest provider of ESL services for adults. It offers a college credit ESL sequence to approximately 1,000-1,500 students per year. It provides adult education level ESL for approximately 10,000 students per year, and it includes ESL as part of a Refugee Assistance Program for approximately 1,900 students per year. There is also a community service program in which HCCS works with community centers in providing special ESL courses in community center facilities (approximately 600 students per year).

These ESL programs differ in the extent to which they coordinate with vocational and other programs in HCCS. ESL offered as adult education or as part of the community service programs typically includes a unit on pre-vocational English (job applications, job interviews, etc.), and

teachers often interact with vocational training staff to be able to explain what vocational training programs are available on specific campuses. The Refugee Assistance Program has the most detailed coordination, in that refugee vocational counselors meet frequently with persons in the vocational education departments, and often provide out-of-class English assistance for persons taking vocational classes. The college credit ESL sequence has the least tie to vocational training.

HCCS offers a very broad range of vocational training opportunities in technical, business, and service occupation areas. With the exception of persons in the Bilingual Vocational Training Program, the Refugee Assistance Program, and the HCCS JTPA program (all of which will be described in detail later in this section), it is assumed that persons taking vocational courses are English-proficient. Although occasional courses are offered by bilingual instructors, there is no college-wide data on how many LEP adults are enrolled in vocational training courses, and how courses are being adapted to their needs.

2. Job Training Partnership Council

The Mayor's office is the JTPA grantee in Houston, and it works in partnership with the Private Industry Council. However, almost all services (recruitment, intake, training, etc.) are provided by a network of grantees. In 1987-1988, Houston received a total of approximately $26 million in JTPA funds, and served approximately 18,000 persons with those funds. Of the adults served, 19.5% were Hispanic and 10.7% were Asian. However, only 2.1% of those served were classified as limited English proficient by HJTPC. An official at the mayor's office reported that this figure significantly underestimated the actual population because only those who could not communicate at all in English were classified as LEP.

The JTPA program in Houston offers a broad range of services, including ESL, adult basic education, General Equivalency Diploma training, vocational classes, on-the-job training, and work experience activities. Individual contractors are given considerable flexibility in which services should be provided to which clients. For example, the HCCS JTPA program includes

adult basic education, GED training, ESL instruction, and vocational classes. A JTPA program offered by Houston International University includes ESL instruction, GED training, vocational classes, and pre-employment skill training. In general, JTPA programs include recruitment, intake assessment, career counseling, child care, and job placement, though the specific arrangements for these services vary among contractors.

3. Texas Department of Human Services

A major source of employment-related services for refugees is the Texas Department of Human Services through its local grantee system. In Texas, the first priority in terms of service provision is job placement assistance; the second priority is ESL instruction, with vocational training third. The Houston Community College System is the grantee for ESL and vocational training. Four other contractors provide job placement assistance. In Houston and its surroundary area, only 4% of the money from the federal Office of Refugee Resettlement goes into vocational training; approximately 30% goes for ESL. Approximately 450 clients have received vocational training services in the past year, and approximately 1900 have received ESL services.

4. Proprietary Schools

In addition to these providers, there are a large number of proprietary schools offering vocational training in Houston. No one was willing to estimate the number of LEP adults receiving training from these organizations, however.

D. Vocational Training Programs

Most vocational training programs being offered in the City of Houston are taught completely in English. Therefore, LEP adults are frequently directed towards ESL programs offered by the Houston Community College System or other providers. A few vocational programs focus specifically on LEP adults.

Four such programs are described below: (1) the HCCS Bilingual Vocational Education Program; (2) the HCCS Refugee Assistance Program; (3) the HCCS JTPA program; and (4) Houston International University's JTPA program.

1. HCCS Bilingual Vocational Education Program

This program is funded by the federal Bilingual Vocational Training Program and is administered through the community college system. It also receives indirect support through Title II, Part A Perkins funding, and receives some support from the state community college system. The enrollment at the beginning of the present term was 155 persons, all of whom were native Spanish speakers.

The program offers vocational training in four areas: (1) refrigeration and air conditioning; (2) diesel mechanics; (3) electricity and electrical repairs; and (4) cosmetology. The training is provided in three 16-week terms, five days a week, and from 7:00 AM to 1:00 PM each day. There are three components to the training: (1) two hours per day of theory and classroom training related to the vocation, offered almost completely in Spanish; (2) two hours of laboratory experience in the vocational area, in which much Spanish is used but there is pressure to use English; and (3) two hours of vocational ESL, in which English skills are taught as part of learning the English vocabulary of the vocational area. Each training group is split into three subgroups, which rotate separately through the three components. Thus, class size in any component is relatively small. The instructors for the theory and laboratory components are bilingual native-Spanish speakers, while vocational ESL is offered by a mix of bilingual native-English and native-Spanish speakers.

Recruitment for the program is through the Spanish media, through brochures, and through word-of-mouth. Intake includes testing in English skills (using the Basic English Skills Test), mechanical aptitude, and numerical skills. Applicants must have been residents of Houston for at least one year, and must be limited-English-proficient. Other test scores are used for instructional and not for selection purposes.

There is a counselor who is responsible for recruitment, vocational counseling, job development, and job placement. Placement rates were as high as 89%, but are now down to 71%. Participants in the program have access to other support services offered through HCCS (counseling, etc.), and are referred as appropriate for health and child care services. The cost per participant is approximately $1,000.

2. HCCS Refugee Assistance Program

This program is funded by the federal Office of Refugee Resettlement through the Texas Department of Human Services, and is administered by the community college system. It served a total of approximately 2,200 LEP adults in the past year, the largest percentage of whom were from Vietnam (approximately 65%). There were also significant numbers, however, from Cambodia, Laos, Afghanistan, and Ethiopia.

The most frequent instruction in the program is ESL, which is provided to approximately 1,900 participants per year. Approximately 450 participants are enrolled in vocational training programs offered by HCCS. A small percentage of individuals take ESL and vocational training concurrently. The most popular vocational areas are auto mechanics, air conditioning, auto body, cosmetology, and office technology. Students are enrolled in regular vocational classes (i.e., classes offered completely in English), but if they are having language difficulties, they may receive tutoring or language assistance from the program.

Recruitment for the program is through community outreach, radio, newspaper, and referrals. Intake includes assessment of eligibility, English language testing, and the development of an employment plan. Career and job counseling is provided, and referrals are made for child care and other social services.

3. HCCS JTPA Program

The community college system is one of the JTPA grantees in Houston. It provides adult basic education (ABE), GED preparation, vocational programs,

and ESL instruction. Most of those who are LEP are first directed to ESL, and then as needed or appropriate, they are provided ABE, GED, and vocational programs. There were 22 LEP adults enrolled in JTPA ESL programs at the time the case study data were collected.

The program as designed for LEP adults includes 16 weeks of ESL instruction, 9-10 weeks of ABE (if needed), 8 weeks of GED instruction (if needed), and 16-32 weeks of vocational classes. Recruitment for the program is through radio and newspapers (including Spanish media). Intake includes eligibility assessment and basic skills assessment on the TABE; a detailed vocational assessment approach is planned for the future.

Support services include a job developer and placement specialist, who can assist participants up to 90 days after the program is completed. Child care is provided through contracts with neighborhood centers, and participants receive bus tokens to attend training.

4. Houston International University JTPA Program

Houston International University (HIU) is a private institution which has a special emphasis on serving the needs of Hispanic residents of Houston. HIU has a JTPA grant under which it serves approximately 200 people, of which 35% are estimated to be Hispanic and most of the remaining 15% are Black or Asian. Approximately 50-60% of participants are considered to be limited English proficient.

HIU offers a vocational program in office skills that includes filing, bookkeeping, typing, telephone etiquette, and commercial English. Pre-employment skills (resumes, interviews, etc.) are also taught, and ESL and GED instruction are provided for those who need them. For those not requiring GED instruction, computer or word processing classes are available. The program consists of four 12-week cycles, typically running from July 1 to June 30. Classes meet five days a week for 7-8 hours per day. The instruction is in English, but all instructors are bilingual and provide some support in Spanish.

F. Additional Service Needs

When respondents were asked about gaps in vocational training programs for LEP adults in Houston, there was a broad range of responses. The most frequently mentioned gap was in the health field, where the need for nurses and other health professionals was emphasized. Two respondents indicated the need for upgrading and licensing of nursing skills learned in other countries, while two respondents specifically mentioned the need for bilingual personnel in hospital and other health settings.

The range of other training needs which were mentioned included bilingual paralegals, bilingual secretaries and receptionists, bilingual aides in schools, word processors, computer operators, cashiers, air conditioning repair persons, carpenters, machinists, and auto mechanics. Training is currently being provided to LEP adults in some of these areas, but respondents felt additional job opportunities are available and additional training is appropriate. Two respondents suggested that the federal amnesty program would place a very large strain on resources attempting to provide ESL instruction, and that such a strain would soon also appear on vocational training opportunities. Although there were some differences of opinion, many respondents appeared to agree with a source in the community college system who said there was "a canyon of need" for additional vocational training for LEP adults.

V. LUBBOCK, TEXAS

Lubbock is located in the South Plains region of Western Texas. Its population, according to the 1980 U.S. Census, was 175,373. Its present population (1988) is about 200,000. The Lubbock economy is mainly agricultural, with cotton being the primary crop. Texas Tech University, Reece Air Force Base, the Lubbock School District, several area hospitals and related health enterprises are the major employers.

A. LEP Adult Population

About 19% of the Lubbock population was of Spanish origin in 1980. Its Hispanic population is now estimated to be almost 22%. Almost all of the Hispanics are of Mexican descent. According to the 1980 Census, the percentage of individuals that speaks a language other than English at home is 19.5%. The percentage of the population (18 and older) who speak Spanish at home is approximately 15%.

TABLE 5
1980 CENSUS DATA: LUBBOCK, TEXAS

Total Population (urbanized area)	175,373
Percentage who speak a language other than English at home	19.5
Percentage foreign born	3.0
Percentage naturalized citizens	1.3
Percentage Spanish origin	18.8
Percentage Mexican origin	17.8
Percentage (18 and over) who speak Spanish at home	14.7

B. The Economy

Median family income for 1988, estimated by the City Planning Department, is $31,648, about equal to the overall state estimate of $31,827. According to the 1980 Census, the median household income in Lubbock was $15,709, compared to $16,708 for the entire state. The percentage of families living below the poverty level in 1979 was 9.7%, which compares favorably to the statewide figure of 11.1%.

The economic situation in Lubbock reflects the general downtown in recent years in the overall Texas economy, due primarily to the worldwide decrease in oil prices. It has not been affected as much as some other Texas towns, however, and the situation is improving. Unemployment in January 1988 was 6.0%, compared to 6.8% one year previously. This figure was one of the lowest among the larger cities in Texas.

The labor force in Lubbock for January 1988 was 110,900, 1.2% over the previous year. The combination of the larger labor force and the lower unemployment rate resulted in a 2.1% increase in the number of people employed in January 1988 over January 1987. On the negative side however, the construction industry was continuing to experience hard times. All in all, the Lubbock economy currently is mixed, with some signs of recovery but some indications that the decline of a few years ago has not yet been reversed.

C. Organizations Providing Services

There did not seem to be any agencies or organizations providing vocational services targeted specifically for the LEP adult population. Agencies routinely refer LEP adults to ESL programs offered by the adult education program at the school district. However, agencies providing vocational training services for adults in general include the following:

1. South Plains College at Lubbock

This is a vocational/technical branch of South Plains College at Levelland, and part of the community college system in Texas. It offers vocational

programs in many areas. These include courses for associate degrees in applied science, courses leading to one-year vocational certificates, and short courses in various job-related areas. There is also a First-Step Program which offers career exploration and job counseling and placement for single parents and homemakers who are entering or re-entering the job market. None of these courses are designed specifically for LEP adults. Applicants who are limited English proficient are referred to ESL programs offered by the adult education program at the school district. There is no ESL program offered at the college. The college has a total enrollment of 1,000 students. Although 23% of the students are Hispanic, the respondents did not know what proportion come from homes in which Spanish is spoken as the first language.

The college received $39,234 last year in Perkins funds under the disadvantaged set-aside and $352 for LEP adults. Some of this money was not used and therefore turned back. This was done because of Perkins guidelines which stipulate that equipment and materials purchased under disadvantaged dollars cannot be used by other students. In addition, the college has not budgeted any of its own funds to serve the disadvantaged. Thus, matching of Perkins disadvantaged funds is a problem. Allocations for the disadvantaged this year increased to $66,366, while no money was allocated for LEP adults. Respondents indicated that the college will not be able to spend all of the disadvantaged allocation and will again turn some money back. No planning has been undertaken to provide special services for LEP adults. Apparently, the need for such services has not been identified.

2. The Lubbock Public Schools

The school system, through its adult education program, provides programming in six areas. These are:

- Adult Basic Education;
- GED;
- ESL;
- Evening High School classes for drop-outs;
- Vocational Training in Office Occupations; and
- Community Education.

The Office Occupations program is the only program receiving Perkins funding. This funding is from that part of the Act which targets adults in need of training or retraining. It is an open entry/open exit program which teaches typing, filing, and computer skills. The program is targeted at the general population and the teachers are all monolingual English speakers. If a prospective student is limited-English proficient, and in the judgment of the teachers cannot communicate in the classroom, he or she is enrolled in ESL before being enrolled in the vocational program. If a prospective student can communicate to some extent in English, he or she is allowed to enroll in the vocational program and is given additional help with English through the ESL program. In this case, the vocational and ESL instructors do some joint planning and direct the ESL curriculum to be somewhat job related, mainly by concentrating on business vocabulary. No vocational instructional materials are available in languages other than English, except for some dictionaries. The vocational program does not include a formal job placement component, but teachers try to help students find jobs. In addition, some employers notify the program of job openings.

The ESL program operated by the adult education program is the largest (if not the only) program in the Lubbock area targeted at the LEP adult population. No tuition is charged; it operates with state and local funding. The program serves mostly Spanish speakers, but also persons who speak a variety of other languages. These latter individuals are largely spouses of servicemen stationed at nearby Reece Air Force Base.

The adult basic education, GED, and evening high school programs are operated with state and federal funds. The community education program is operated through tuition charges and is non-profit. These programs serve the general population. All LEP adults are referred to the ESL program before they are enrolled in these programs.

3. The JTPA Program

This program is operated by the Texas Employment Commission. Groups targeted by JTPA are: battered women, displaced homemakers, teen-aged parents, school drop-outs, handicapped persons, and dislocated farmers and

ranchers. LEP adults are not identified as a specific target group. The JTPA program does not receive any Perkins funding. On-the-job training is the most frequently used service model, but the program also contracts for training services with South Plains College, Methodist Hospital School of Nursing, Reece AFB, and Texas Tech University. According to respondents, LEP adults constitute only a small number of JTPA applicants. Those that apply generally need extensive basic skills training in addition to English instruction; they are referred to the adult education program at the school district. A total of five LEP adults and two LEP youths were served by the JTPA program between July 1987 and April 1988. They were assigned to OJT with employers in the Hispanic community where English language proficiency was not a requirement.

4. Texas Schools

This private vocational school offers vocational training in automative technology, welding technology, refrigeration and air conditioning, auto body repair, truck driver training, and electronics maintenance. The majority of the student population is Hispanic, but all students must demonstrate the ability to speak and read English. Some exceptions are made, but the school does not target the LEP population. If a LEP individual applies, respondents said the student would be accepted and given additional instruction including help with reading skills which focus on completing the vocational program. However, remedial instruction in reading and math is available to all students. It was reported that half of the instructors are bilingual in English and Spanish and use Spanish informally from time to time to help out those students in need. However, knowledge of Spanish is not an employment criteria for instructors; all classes are taught in English; and no materials are available in the Spanish language. The school does not offer any training services to instructors to help them deal with LEP students.

The school has a job development coordinator who helps place students in jobs. An advisory council composed of business persons in the community assists with this process. An 80% placement rate was reported.

Students' tuition is generally fully covered by Pell grants and federally-guaranteed student loans. Tuition ranges from $3,800-$5,400 for programs which are six months long.

5. Apprenticeship Programs

Another source of vocational and employment-related training available in the Lubbock area are apprenticeship programs offered by the local unions. These are small programs and, in conversations with the heads of apprenticeship programs at two unions, it was reported these programs do not have the ability to serve LEP individuals. Applicants are required to possess a high school diploma or GED. None of the two unions reported having applicants who were limited English proficient. The respondents said they would suggest that any LEP adult or youth enroll in an ESL program before applying for the apprenticeship program.

D. Planning and Coordination

Vocational services for LEP adults has not been identified as a special need in Lubbock. Perkins money for LEP adults is distributed within the community college system in Texas, but the local community college in Lubbock does not target this special group and therefore uses very little of these funds. In fact, most of the money it does receive has been turned back in recent years.

It appears that the only employment-related services available to LEP adults is the ESL program offered by the school district's adult education program. The community college, the JTPA program, and other organizations offering vocational services all refer their LEP adult applicants to the adult education programs for ESL. Thus, it seems that the ESL program is highly visible, but no planning and coordination of services appears to be taking place, other than these referrals.

On the other hand, it was reported that there has been little demand for vocational and employment-related services by LEP adults, nor from the Hispanic

community as a whole. There is a demand for English language instruction and the community as a whole is concerned that people learn English. However, LEP adults have not been singled out as a group needing vocational services.

E. Additional Service Needs

It was reported that child care is an important service needed by LEP adults. This would enable them to attend classes without worrying about their children. Another reported area of need was job counseling. People need to be exposed to the range of job opportunities available in order to find ones which match their interests. Additionally, training in job-related behavior is an important area which needs to be addressed. These include such matters as how to fill out an employment application, how to conduct oneself during an interview, and how to dress and behave on the job, including the importance of punctuality and attendance.